

Social Security Bulletin

August 1938

Special Articles

Three Years' Progress Toward Social Security

A New American Reality

A National Health Program

The Railroad Unemployment Insurance Act

Relief Trends in Cambridge

Unemployment and Health Insurance in Great Britain



U.S. SOCIAL SECURITY BOARD

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CONTENTS

	Page
FRONTISPIECE.....	Facing page 1
THREE YEARS' PROGRESS TOWARD SOCIAL SECURITY, by Arthur J. Altmeyer.....	1
ECONOMIC STATUS OF THE AGED, author's note	7
A NEW AMERICAN REALITY, by Frank Bane.....	8
A NATIONAL HEALTH PROGRAM.....	10
THE RAILROAD UNEMPLOYMENT INSURANCE ACT AND UNEMPLOYMENT COMPENSA- TION ADMINISTRATION, by W. J. Couper.....	12
RELIEF TRENDS IN CAMBRIDGE, MASSACHUSETTS, 1929-37, by Anne E. Geddes.....	17
UNEMPLOYMENT AND HEALTH INSURANCE IN GREAT BRITAIN, 1911-37, by Marianne Sakmann.....	23
UNEMPLOYMENT COMPENSATION:	
Review of the month.....	27
Relation of benefit payments to contributions.....	27
Estimates of coverage.....	29
Three new benefit-paying States.....	31
State activities.....	33
Annual report.....	33
Legislative amendments.....	33
Expansion of State employment services.....	33
PUBLIC ASSISTANCE:	
Public assistance: Statistics for the United States for June 1938.....	37
General relief.....	42
Special types of public assistance.....	44
Case turn-over in public assistance under the Social Security Act.....	50
Relief in urban areas:	
Statistics for May 1938.....	57
Index of urban relief adjusted for seasonal variation.....	61
Effect of unemployment compensation upon general relief case loads.....	62
Relief in rural and town areas: Statistics for May 1938.....	65
OLD-AGE INSURANCE:	
Maintenance of wage records.....	69
Tabulations of 1937 employer and employee data.....	69
Reporting wage records to employees.....	69
Claims for lump-sum payments.....	71
Applications for employee account numbers.....	73
Recent applicants for employee account numbers.....	74
FINANCIAL AND ECONOMIC DATA:	
Financial and economic data.....	77
Federal appropriations and expenditures under the Social Security Act (table).....	77
Total social security and governmental receipts and expenditures (table).....	78
Federal grants to States: Checks issued by the Treasury under the act (table).....	79
Federal tax collections under titles VIII and IX (table).....	80
Old-age reserve account (table).....	81
Status of the unemployment trust fund (table).....	82
Federal grants to States: Advances authorized and certified by the Social Security Board for public assistance (table).....	84
Federal grants to States: Advances authorized and certified by the Social Security Board for administration of unemployment compensation laws and State employment services (table).....	85
RECENT PUBLICATIONS.....	86

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Social Security Bulletin

Volume 1

AUGUST 1938

Number 8

THREE YEARS' PROGRESS TOWARD SOCIAL SECURITY

ARTHUR J. ALTMAYER*

Government action to assure a basic minimum of security for the American citizen and his family—a movement which entered upon a new and national phase with the passage of the Social Security Act on August 14, 1935—is a continuing and constantly evolving process. From this long-range point of view, we have in these first 3 years laid merely the foundation of a structure which will develop and change as time goes on, and probably in directions which none of us can now foresee.

From another angle, however, looking back to 1935 with our present perspectives, we are presented with a truly astonishing picture of growth and development. In 3 years—a negligible fraction of time in social and economic history—we have established and are operating Nation-wide old-age insurance, Nation-wide unemployment insurance, and Nation-wide public-assistance, public-health, and welfare programs. The record of what has already been accomplished covers every State and Territory in the Nation and probably affects directly or indirectly almost all the families of the American people.

In the less than 2 years since the old-age insurance provisions of the act were put into operation, we have established a smoothly working machine for the payment of benefits to nearly every man and woman in the country employed in commerce and industry. At the present time some 40 million workers—a number approximating 80 percent of all the gainful workers in the country—have applied for old-age insurance accounts, and new accounts are being set up at the rate of about 450,000 a month. The earnings of workers, as reported by their employers, are being entered on these accounts and lump-sum payments have already been made to thousands of covered workers who have reached age 65 and to relatives or the estates of those who have died.

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The job of establishing these millions of wage accounts for the Nation's wage earners and of organizing the details of a system for the payment of benefits when they become due presented an unprecedented administrative undertaking. The maintenance of wage accounts alone has repeatedly been called the biggest bookkeeping job in history. We were faced, furthermore, with the necessity of getting under way as rapidly as possible. Immediate establishment of administrative machinery was made imperative by the provision that claims for single cash payments could be filed even one day after the start of the program, although payment of regular monthly benefits—the major provision of this program—is not scheduled to begin until 1942. Experts in administrative organization and large-scale accounting procedures had begun planning for this enormous task as early as 1935, but the first actual steps were not taken until November of 1936, when the Social Security Board, with the help of the Post Office and the Treasury Departments, began the assignment of social security account numbers. Thanks to the efficiency of the preliminary work and the co-operation of these other Federal agencies, this initial task was well in hand by January 1, 1937, when the old-age insurance program went into effect.

Not even the war-time draft required so high a degree of active cooperation on the part of individual citizens as this Nation-wide initial assignment of account numbers. The rapidity with which it was accomplished is particularly gratifying to the Social Security Board. If evidence were needed, this was evidence in full measure that the American people regard old-age insurance as a great step forward in their march toward social security.

For sheer size and extent, the problem involved in establishing and administering old-age insurance has few parallels, if any. In unemployment in-

insurance, however, the record of State legislative and administrative activity and the development of cooperative working relationships between the Federal Government and the several State authorities, particularly in a field so completely new to this country, is equally remarkable. Prior to consideration of the Social Security Act by Congress, only one State—Wisconsin—had passed an unemployment compensation law. While the act was being debated in Congress, several States enacted such laws; by August 14, 1937, 2 years after the passage of the Federal law, all 51 jurisdictions of the country had enacted unemployment insurance laws and these had been approved by the Social Security Board.

Unemployment Benefits

By the end of May 1938, over twenty-seven and a half million workers had earned credits toward benefits under these State unemployment insurance laws. In the 6 months ending June 30, 1938, some two and a half million of these workers already had exercised their right to compensation for varying periods of total or partial unemployment under the laws of the 25 States in which benefits were paid during some or all of this period. Almost \$180 million in benefits was thus added to the purchasing power of jobless workers during these first 6 months. Moreover, by the end of June a million individuals were receiving benefits averaging \$10 a week.

In July, benefits became payable in three additional States bringing the total of benefit-paying States to 28 by the third anniversary of the Social Security Act. Before the act reaches its fourth anniversary, in August 1939, every one of the States and Territories will have reached benefit-paying status.

Another development, paralleling that of State machinery for the payment of benefits, has been the strengthening and extension of State employment services; together, these offer the worker a unified job-finding and benefit-paying service. Since unemployment insurance is based on the theory that payment of benefits is only part of the task—is, in fact, a last resort—and that benefits will be paid to an individual only if no suitable work can be found, the role of the employment services in connection with unemployment insurance is of utmost significance. By June 1935, 40 States had taken steps to affiliate their State employment services, under the terms of the

Wagner-Peyser Act, with the United States Employment Service of the Department of Labor. All 51 jurisdictions now have such services. As benefit payments have become effective, services have been expanded to several times their former size and have taken on important additional functions. All insured unemployed workers, including skilled workers who never before used the public employment offices, register here; and more and more employers are beginning to make use of the service. What is emerging is an efficient Nation-wide labor exchange, offering the employer a well-organized labor market and the worker a skilled placement service. It is still too early to evaluate the full effect on employment conditions of this expanding public employment service operating as an integral part of an unemployment insurance system. Yet, even during the first 3 months of 1938—when the employment services had just assumed their new responsibilities and the State agencies were naturally giving their major attention to the benefit-payment function—placements in private industry held up considerably better under the stress of the recession in the benefit-paying States than in those not yet paying benefits.

Employment service obviously cannot make jobs where there are none; but it can bring the available jobs and the available men together with the least possible loss of time and effort for both industry and labor. In conjunction with unemployment insurance, it will increasingly provide the worker with job security in a very real sense—the assurance of suitable work if it is to be found and, failing that, the assurance of about half his regular pay, usually for a long enough period to tide him over until a job is available.

The development of these old-age and unemployment insurance programs is the most significant accomplishment of the last 3 years—significant because they are new in this country, because they are designed to meet two of the most serious risks to which wage earners are exposed, and because they offer the majority of American workers protection that comes to them as a right based on their individual work and wages.

Public Assistance

But the act also recognizes that there are other needs which cannot be met on an insurance basis. It, therefore, provides for Federal cooperation with the States in three programs which offer

aid—on the basis of individual need—to the aged, the blind, and dependent children. These provisions also differ from unemployment compensation and old-age insurance in other ways; and their history, since the passage of the act, has been correspondingly different: They are the outgrowth of more than 25 years of State experience; they are designed to care for certain groups of people who are now in need, as well as for those who may become needy in the future; and they were geared to go into immediate action as soon as State plans were approved and Federal appropriations made.

As a result of all these factors, the three public-assistance programs were the first parts of the act to get under way. By August 1936—5 months after Federal funds became available—38 States and the District of Columbia were taking some part in these programs; by August 1937, the total number of participating States and Territories had increased to 50. With the additional plans approved during the past year, all but six States are now taking part in at least two of these programs, three-fourths of them in all three; and the one State which has not adopted any program is taking steps toward full participation.

The increase in the numbers aided is even more striking. In August 1935, the month in which the Social Security Act was passed, there were 314,000 recipients of old-age assistance, 33,000 blind persons, and 110,000 families with 275,000 dependent children who received these special types of public assistance under State laws at a total State and local expenditure for the month of nearly \$10 million. By June 1938 there were 1,665,400 recipients of old-age assistance, 62,900 recipients of aid to the blind, and 261,000 families receiving aid for 645,100 dependent children.

Combined Federal, State, and local expenditures for payments to recipients of public assistance approximated \$42 million for the month of June 1938. Compared with August 1935, present public-assistance payments both in States cooperating under the Social Security Act and in other States have more than quadrupled. The part which Federal cooperation is playing in this development is indicated by the fact that today all recipients of old-age assistance in the United States, about 93 percent of all families receiving aid for dependent children, and about 62 percent of all persons receiving aid to the blind are aided under plans to which the Federal Government contributes.

Federal Cooperation

The rapid extension of public assistance during the past 3 years does not imply a parallel increase in the number of dependents in these groups. What it does mean is that the States, with Federal help, have been able to provide for more persons who, dependent in any case, would have suffered from neglect unless supported either by private provision or State or local tax funds. Through the Social Security Act the Federal Government now assumes a substantial portion of this already existing burden. During the period from February 1936 through June 1938, the Federal share of assistance to needy persons in States administering public assistance under the Social Security Act amounted to \$358 million.

Though the period of most rapid expansion has no doubt passed, the full scope of these cooperative programs has probably not yet been defined. In some States the allowances provided are not yet adequate. Participation in aid to dependent children and aid to the blind still lacks 10 States each of being Nation-wide, and in many States the number now receiving assistance probably does not yet represent the total who are eligible for aid under their laws. Old-age assistance, which has shown the greatest growth, is now providing for one out of every five persons 65 or over in the entire country. Yet a recent estimate indicates that two out of every three persons now in this age group are unable to support themselves from either current earnings or savings of one sort or another. Such a figure indicates the magnitude of the problem facing the aged themselves, their families, and their government. Old-age assistance is bearing a large share of the current need arising from old-age dependency, and old-age insurance will serve to lessen dependency in the future.

The financial help of the Federal Government is essential if the States are to meet these existing needs for public assistance. But Federal cooperation in public assistance has also helped the States in other ways. By encouraging national standards, the Social Security Act has promoted more efficient administration and more adequate assistance and service on the part of the States. Within this national pattern, both State agencies and the Social Security Board have been working to develop continuously more effective programs.

Much the same thing is true of the health and welfare services in which, under the act, the Federal Government is now cooperating with the States. These services, like public assistance, help not only to meet urgent present needs, but also to protect individuals and communities against conditions which may lead to increasing demands upon public funds. Public-health services have been extended and strengthened with Federal aid in every State in the Union. Vocational rehabilitation and maternal and child-health and welfare services have been developed on substantially the same Nation-wide base. These provisions of the act, directed, respectively, by the United States Public Health Service, the Federal Office of Education, and the Federal Children's Bureau, have enabled the States and their communities to set up for their own citizens safeguards which have long been recognized as essential—and which, in the past, have too often been wanting.

While an anniversary is, by custom, an occasion for taking justifiable pride in past achievements, it may serve a still better purpose if taken as an opportunity for critical self-analysis and appraisal of future trends. This continuous process of reexamination is particularly essential in a field so new to us as the social insurances. Nowhere else do we face such a complexity of human needs and economic limitations. European experience has been helpful to us in pointing the way; but for social insurance in America it could do little more. For one thing, solutions which were practicable for our relatively small, compact, and homogeneous European neighbors simply do not fit a country with the vast geographical expanse and varied economic and social outlook of ours. For another, American ideas of adequacy—of what constitutes a minimum of security—are higher than those prevailing in most other countries.

In general, the benefits provided by social insurance systems abroad are low according to American standards, even when we take into consideration differences in wage levels and costs of living. For example, the younger American worker who is covered by the old-age insurance program throughout his working life will receive benefits which may range from about 30 percent of total wages for the higher-paid worker to 60 percent or even more for the low-paid worker.

Similarly in unemployment insurance, benefits in this country are based on the individual's prior earnings—earnings which, because of higher

American wage levels, yield benefits higher than those provided on the whole by European unemployment insurance systems.

Dependents' Allowances

In foreign unemployment insurance systems the size of the family is usually taken into consideration in determining the total amount of benefit. For example, the wage earner may receive one amount if he is single and a larger amount if he is married; this may be increased still further if he has dependent children or other dependent relatives. Sometimes these systems are combined with an assistance program, and the element of need enters into the computation of the unemployment benefit after a certain period. While most foreign old-age insurance benefits are related to past earnings or contributions, it is not uncommon to increase the benefit on behalf of dependent children, and often the widow or even the wife is eligible to insurance benefits when she has reached old age.

In contrast, our American traditions have led us to establish a social insurance system in which benefits are geared solely to earnings and the higher a man's earnings the higher his benefit upon retirement. Recent discussion of social security in this country, however, has recognized both the pros and cons of this problem. In considering it, we must bear in mind not only the *social* necessity of providing adequate protection regardless of past earnings but also the *individual* necessity of stimulating initiative and thrift by maintaining a close relationship between benefits and past earnings.

In this connection, recent developments in England are of particular interest. There has been a proposal to put a "wage-stop" on general unemployment insurance benefits—that is, a ceiling set by previous wages. In other words, it is proposed that previous earnings be used as a measure of maximum benefits. A report recently published by the British Unemployment Insurance Statutory Committee discloses that numbers of unemployed workers are receiving as much in unemployment insurance benefits as they had previously received in private employment—or more. The report points out that because wages, broadly speaking, make no allowance for dependency and the unemployment insurance system makes a large allowance, benefits in many individual cases are very near or even above wage

rates. These British difficulties are the result of those features of flat benefits plus allowances for dependents. Our brief experience would indicate that the more desirable solution probably lies in finding a middle ground. In unemployment compensation, it is true that our very exact relationship between earnings and benefits is more difficult and costly to administer. Our present procedures can be modified in various ways while retaining a substantial relationship between earnings and benefits, thereby eliminating many administrative complexities.

Simplifying Administration

Within the scope of the present program, there are also urgent problems of simplification and administrative coordination. Certain provisions of the State unemployment compensation laws are too complex and cumbersome and likely to prove too expensive. Many State administrators have already moved toward correction of these defects and at the moment, the Interstate Conference of Unemployment Compensation Agencies is actively cooperating with the Social Security Board in a concerted attack on the problem of simplifying existing administrative procedures. The purpose of this cooperative effort is to formulate, by the coming of the next legislative sessions in the States, recommendations for changes in the present system which, though retaining its main features, will be simpler and more economical for the worker, the employer, and the State agencies.

A further problem in unemployment insurance is the necessity for unified administration on the Federal level of the closely related benefit payment and employment service functions. At present the State agencies are responsible to two different Federal agencies. Although, in nearly all States, employment service and unemployment insurance have been made coordinate divisions of a single overhead administrative agency, the employment service is affiliated with the United States Employment Service of the Department of Labor, from which it receives part of its funds, at the same time that the overhead agency is receiving grants from the Social Security Board covering the entire cost of administering unemployment compensation functions, including the greatly expanded State employment service as well. Unified direction of the two services at the Federal as well as the State level is essential in the interests of economy and efficiency. It

cannot be emphasized too strongly that although there are two functions—an insurance function and a placement function—the program is an integrated one and should be administered as such.

Questions as to the relation of the unemployment insurance and work-relief programs also have come up for discussion. There has been criticism of the fact that an individual may be able to obtain more as a WPA wage than he would receive as a weekly unemployment benefit. While many problems in the interrelations of these two programs remain to be worked out, much of the present discussion arises from a misconception of the different functions of these programs, and from circumstances under which unemployment insurance began functioning.

Benefits and Security Wages

It is not the intention of the unemployment insurance program—or, broadly speaking, of social insurance in general—to provide a worker with the full amount he would have earned if he had not suffered from the risk for which he is compensated. Men ordinarily do not take out even private insurance in amounts sufficient to make good the whole loss to their families if they become sick or die. By definition, unemployment insurance applies to members of the active labor force—to men and women who must have been working in the recent past in order to have obtained their rights to benefit. Under ordinary circumstances, many or most of them will be back in a job before they have used up these rights. Their benefits help them to tide over relatively brief periods of unemployment. During such periods, benefits are theirs *as a right*, not as a wage given in return for services, and they are free to use their time to look for a new job. If a job has not been found by the time these and other resources are exhausted, the Works Program provides a second line of defense.

Since unemployment insurance is intended to deal with those who have recently lost jobs, the Works Program ordinarily provides for workers who already have suffered considerable periods of adversity. To obtain this employment, individuals *must be certified as in need of relief*. Payments under the Works Program are wages, paid for a given number of hours of work a week, rather than benefits to help tide over intervals between jobs.

Our Works Program came into being first under

the stress of emergency, and had been in operation for a considerable period before unemployment insurance became operative. As a result, many insured workers who had lost their jobs some months prior to the start of benefit payments found themselves, when benefits became payable, going from the Works Program to benefits rather than the reverse.

Another difficulty has arisen from the fact that since unemployment compensation is an insurance program in which benefits are related to past wages there has been an adverse effect on the duration of benefits because of the period in which payments were started. Workers draw benefits limited, in general, by their employment experience in preceding months. Employment started a severe downward course nearly a year ago which has served to restrict the total amount of benefits for which many workers could qualify at this time.

I am not implying that we should be satisfied with the present provisions for unemployment benefits; it is to be hoped that in time benefits may be made more liberal in duration or amount or both. I do wish, however, to point out the nature and purpose of these benefits, and to emphasize the definite and limited purpose of this, as of any other, insurance program.

Liberalizing Old-Age Insurance

In the field of old-age insurance, the future holds prospects of progressive extension of the coverage of the system and liberalization of the benefits which may be paid. Proposals to extend the coverage of old-age insurance to agricultural workers, domestic servants, and certain other groups not included under existing provisions, are those most likely to receive early consideration. In principle, there is no reason why old-age insurance should not apply to every wage earner and even to those who are not technically wage earners but who are the operators of small enterprises, that is, the "self-employed." Because of the practical administrative difficulties involved, this is an ideal which probably cannot be attained immediately. There is every reason to believe, however, that it will not be long before a number of wage-earning groups, now excluded, will be brought into the system.

In addition, the President of the United States in a letter to me as Chairman of the Social Security Board expressed his interest in liberalizing the old-age insurance system so as to start payment of

monthly benefits at an earlier date, pay such benefits in more liberal amounts during the early years, and add survivors' benefits. It is worth noting that an increase in present benefits in order to provide for aged wives and for widows of beneficiaries and for the young children of insured workers who die before reaching retirement age would introduce into our insurance system many additional beneficiaries. There is considerable sentiment behind such a move and should it materialize the costs involved will cause the present often violent and confused discussion of the probable future size of the old-age insurance reserve to take on an even more academic character.

Whatever changes may come, however, and even though we may thus extend old-age insurance benefits, it is reasonably safe to assume that we shall continue to relate basic annuity payments to past wages. In this country we make a very clear distinction between benefits paid on an insurance basis and assistance granted only on a showing of need. Whereas insurance and assistance provisions are combined under some European systems, our programs for insurance and assistance are entirely separate. Old-age assistance is thus a second line of defense in a twofold program. Moreover, our higher concept of adequacy finds expression in the public-assistance programs as well as in the insurances so that the assistance allowances granted in this country, small as they are in certain instances, are in general at higher levels than those provided elsewhere.

In the face of demands in some quarters for larger insurance benefits and for larger assistance allowances, it might be well for us to keep in mind that if our program is to endure and to progress, we must strike a balance between human need and financial resources to the end that the community as a whole will be benefited by the arrangements made for the security of the individual.

One respect in which our social insurance system is not yet as complete as those of many European countries is in its failure to provide compensation for loss of income because of illness or disability. The Social Security Act attempts to prevent or alleviate some of the distress caused by illness through Federal grants to the States which enable them to strengthen their public-health services, to extend care for crippled children, and to provide for maternal and child health and for vocational rehabilitation of the physically disabled. Compensation for the enormous wage loss due to illness

and disability would seem to be our most important next step toward security of income. The recent National Health Conference was invaluable as a means of clarifying many of the complex problems involved in establishing an adequate Nationwide program of health protection and in suggesting alternative lines along which solutions may be sought.

Sickness Risks

It would seem that compensation for periods of temporary illness might well be coordinated administratively, when it comes, with our existing insurance provisions. If, as seems likely, it develops as a Federal-State program, the taxes necessary to finance the system might well be collected at the same time as unemployment insurance contributions and by the same agency. Payment of disability benefits, however, presents a distinct problem. For while unemployment compensation benefits are paid to workers who are unemployed but able-bodied and available for work, disability benefits are paid to workers who are unemployed under exactly opposite circumstances, that is, because of inability to work. With workmen's compensation already in operation for a number of years in practically all States, it may be desirable to take advantage of the experience

of these agencies in administering the new but closely related disability insurance payments. These problems must be explored at length and with regard for the corresponding need to expand social insurance or other methods of providing security against the costs of sickness care.

With increasing coverage of old-age insurance; with integration of unemployment insurance and public employment services; with more adequate public-assistance and welfare measures for those incapable of self-help; and with provisions against the risks of sickness in the offing, we approach a time when the American citizen will have a basic minimum of protection against the major hazards which beset him from infancy to old age. Absolute "security" is, of course, neither possible nor desirable. Social security measures are intended not to abolish the need for individual initiative and personal effort toward a secure existence but rather to give each individual at least a chance to build that security for himself. We cannot achieve "the abundant life" or anything like it through social security legislation. What we can do and are doing is to develop, through the Social Security Act and other measures, a system of interrelated safeguards against want and misfortune so that no individual in our society may fall below this basic American level of security.

ECONOMIC STATUS OF THE AGED: AUTHOR'S NOTE

Several inquiries have been received by the Bulletin and the author concerning the methodology used in estimating the number of self-dependent persons aged 65 or over presented in the March Bulletin in an article "Economic Status of the Aged." This explanatory note amplifies that earlier discussion.

The number of persons 65 and over receiving all or part of their support from purchased annuities, public or private social agencies, or public or private pensions is known with reasonable accuracy. Statistics are less adequate for determining the number essentially self-supporting because of savings or of income from wages, salaries, or entrepreneurial ventures. Estimates for the second group were based on an analysis of 1930 census data, surveys of unemployment, reports on employment opportunities for older workers, studies of agricultural problems, and data on income, wealth, and savings.

Manifestly aged persons with "gainful occupations" according to the census cannot be found in any one category in a distribution by economic status. Those "self-dependent by reason of current earnings" are not the total labor supply of aged persons but the much smaller number believed to be earning enough for self-support.

Persons classified statistically as enterprisers or professional workers may actually be idle or may be losing their life's savings operating a farm or small shop. Those unemployed or self-employed with little or no income from their enterprises were classified not according to occupations that once were, or might be, gainful, but according to actual means of support as old-age assistance, earnings under the Works Program, subsistence payments to farmers, aid from children, and so forth. A man receiving old-age assistance may earn part of his rent by rendering janitor service; he has a gainful occupation but is not self-supporting. Most of the aged probably rely on several small sources of income.

Not over 15 percent of the aged are believed to have sufficient savings on which to live independently. Bank deposits, surrender values of insurance, real estate, and securities must have survived the repetitive shocks of life's vicissitudes—cyclical depressions, unemployment, sickness, accidents, and death—if they are to furnish significant means of support to the aged. However, abundant evidence shows that four-fifths of all gainful workers never have enough income to set aside an appreciable reserve for old age.—MARJORIE SHEARON.

A NEW AMERICAN REALITY

FRANK BANE *

The Social Security Act has been heralded, alike by its friends and by its critics, as something new upon the American scene. To a certain extent, this view is well taken. It is new for the United States to recognize that the risk of insecurity is Nation-wide. It is new to gauge national action against this risk in the long terms of prevention as well as of protection. It is unquestionably new for the Federal Government to make itself a party to the enterprise on such a scale.

Passed in 1935, effective in 1936, declared constitutional by the Supreme Court of the United States in 1937, the Social Security Act is now, in 1938, an American reality. Through its operation, allowances from combined Federal, State, and local funds are going each month into hundreds of thousands of homes where there are needy persons who are aged or blind or children deprived of parental support. Public-health programs have been expanded and strengthened from coast to coast. Similar progress has been made in promoting child welfare and vocational reeducation for the handicapped. Every State in the Union has an approved unemployment compensation law covering the majority of its wage earners, and in more than half the States unemployment benefits already are being paid. And finally, through the old-age insurance program, more than 40 million accounts have been opened to record wages on which will be based lifetime monthly payments to wage earners when they are old.

There can be no question that these facts represent something very new and very real to the millions of Americans whom they concern directly and the tens of millions who, as citizens, also share in the beneficial effects of this Nation-wide program. Basically, however, neither the purposes nor the methods embodied in the Social Security Act are new. Insecurity is as old as the human race; the history of civilization might well be described as a progressive struggle to master it.

In colonial days, when life was relatively simple, welfare activities were also simple and direct. Since, in the language of the times, "labor was dear and provision cheap," need was likely to occur mainly as the result of death or other physical

disaster; and "the needy" were simply those of one's neighbors who had suffered such misfortune. A typical old town record recites, for example, that: "Whereas said Anthony is stricken blind and his wife is very ancient, by which means they are incapable of getting a living," they shall receive yearly payments for their maintenance "during either of their natural lives." Our present public-assistance program traces a direct line of descent from such early provisions. Still more directly it is the outgrowth of State-wide public-assistance provisions developed during the past 25 years.

The idea of joining forces for mutual protection has been a habit of ours throughout our history. Mutual cooperation has long been accepted as good business; and, practical men that they are, American businessmen have been its apostles. The pooling of risks through insurance is considered the epitome of economic respectability by those who can afford it. Social insurance simply extends this kind of protection to those who need it most and have been least able to obtain it.

Insofar, then, as the Social Security Act is new, it represents an extension of basic American principles from the narrow local insularity of our early public-welfare provisions to the new line-up of Federal, State, and local forces for social security today. There were legitimate reasons for the emphasis our forebears placed on local responsibility. The idea of localism lay at the foundation of the old Elizabethan "poor laws" inherited from England. It was the more easily transplanted because, in colonial America, there was no National Government nor even anything that closely resembled present-day State governments. Both the people and the government were close to the land, and in an agricultural society the local community is the main source of national wealth. Finally, there was the mere matter of distance. A township, or a county, was about as much territory as a public servant could administer—on horseback.

There may be some question whether local responsibility worked as well, even then, as its latter-day advocates would have us believe. As far back as 1735—a full 200 years before social security was accepted as a national responsibility—the town of Boston sent a petition to the Royal

* Executive Director, Social Security Board. This article is based in part on a speech delivered before the West Virginia Academy of Science on May 6, 1938.

Governor of Massachusetts, protesting that the migration of needy persons from other places was burdening it with an unfair share of the current welfare load. No American of 1735 could have predicted, however, the changes which, two centuries later, were to bring that acceptance. Two hundred cities bigger than the largest metropolis of colonial days; 20 times as much occupied land; 40 times as many people; 100 times as much wealth—these are only a few measures of our growth.

When cash and wages must pass through many and widely scattered hands, when the resources of the Nation are varied and often intangible, then without question the traditional agricultural economy has been transformed and the day of exclusively local responsibility has passed. Industrial progress has given our society an unprecedented complexity, characterized by mass production, rapid transportation, and remote control in the realms of finance and of employment. We have been alert to make the most of the business advantages of this economic and social integration, but slow to take measures to forestall the human disasters that too often lie in the wake of industrial progress.

The Social Security Act has enabled us to meet some of the most urgent needs that have arisen from these changes and has laid a foundation for the prevention of future needs. This does not mean that the act is meeting—or was ever intended to meet—all our problems or that it is perfect by any measure. But, as Alexander Hamilton once said of the Constitution: "This system, though not perfect in every part, is upon the whole a good one; is the best that the present views and circumstances of the country will permit; and is such a one as promises * * * reasonable * * * security." That astute appraiser of men and nations went on to recommend that the country get down to work under the proposed system rather than "imprudently to prolong the precarious state of our national affairs * * * in the chimerical pursuit of a perfect plan." "For," said he, "I never expect to see a perfect work from imperfect man."

The majority of the American people have always regarded their democratic ideals with realism. The rapidity with which the social security program has been woven into the fabric of our lives shows that the vast majority see it as a realistic expression of those ideals—a method of safeguarding our people and our economic system by

extending those well-known protections which government has always thrown around the property of some men—their farms, their homes, their stocks and bonds—to include the only property of many more men—their opportunity for a normal childhood, their ability to work, their jobs, and their chance for a tranquil old age. Throughout our history we have exercised democratic political control to promote individual initiative in some areas and at some times, and joint action through government in other areas and at other times, depending upon which seemed most likely, under given conditions, to serve the common welfare. Yet whenever changing circumstances have compelled us to ask government to lend a hand in what were once private responsibilities, there have always been some to cry that our cherished institutions and our time-honored traditions would immediately be overthrown.

Let me quote from one of these viewers-with-alarm: "Among these strange notions, * * * there is one which has lately seized the minds of men, that all things must be done for them by the government, and that they are to do nothing for themselves. The government is not only to attend to the great concerns which are its province, but it must step in and ease individuals of their natural and moral obligations. A more pernicious notion cannot prevail. Look at that ragged fellow staggering from the whiskey shop, and see that slattern who has gone there to reclaim him; where are their children? Running about ragged, idle, ignorant, fit candidates for the penitentiary. Why is all this so? Ask the man and he will tell you, 'Oh, the government has undertaken to educate our children for us. It has given us a premium for idleness * * *.' The education of their children is the first and most obvious duty of every parent. Is it the friends of the poor who absolve them from what Nature, what God himself has made their first and most sacred duty?"

That is what John Randolph, of Virginia, thought and said in 1829 about the then "revolutionary" institution of public education. It parallels what a few people thought and said in 1935 about the social security program. Yet in these 3 years that program, like public education, has become an accepted and practical reality. Building on their past, but looking at the present and toward the future, the Federal Government, the States, and the localities stand shoulder to shoulder to promote individual and national security.

A NATIONAL HEALTH PROGRAM

Four broad areas of insecurity in health and recommendations of ways to cope with them were presented before the National Health Conference in Washington, July 18-20. The Conference was called at the suggestion of the President by the Interdepartmental Committee to Coordinate Health and Welfare Activities, appointed in 1935 with representation of the Departments of the Treasury, Agriculture, Labor, and the Interior, and the Social Security Board.

The Washington meeting brought together members of farm, labor, and industrial groups; physicians, public-health workers, and workers in civic, welfare, and educational fields; and members of the general public. In a message read at the opening meeting, the President declared, " * * * the problems before you are in a real sense public problems. The ways and means of dealing with them must be determined with a view to the best interests of all our citizens." The Conference was asked to consider reports¹ which had been presented to the Interdepartmental Committee and to the President by a subcommittee, the Technical Committee on Medical Care, which includes members of the staffs of the Children's Bureau, United States Public Health Service, and the Social Security Board.

Deficiencies in present health services, the Technical Committee reported, fall into four broad

categories: Preventive health services for the Nation as a whole are grossly insufficient. Hospital facilities are inadequate, especially in rural areas, and financial support of hospital services is insufficient and precarious, especially for persons who cannot pay costs of needed care. One-third of the population, including persons with and without income, receive inadequate or no medical service. An even larger share of the population suffers from economic burdens created by illness.

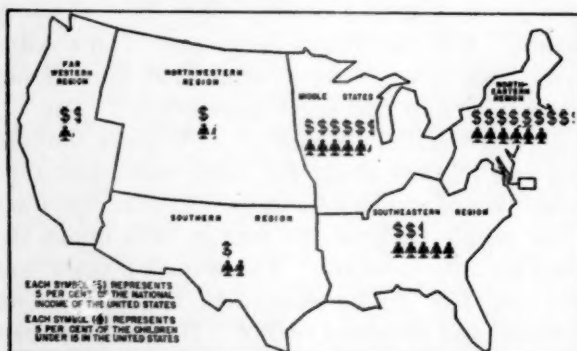
Sickness and premature death, the Committee reported, bear most severely on families with low incomes or no income except relief. Because sickness and sickness costs are uneven and unpredictable, even relatively well-to-do families, however, incur costs they cannot pay. The public incurs severe economic losses from disability, premature death, and dependency due to preventable or curable sickness. Resources for the support of adequate health and medical services vary widely among different groups of the population and different geographical areas of the country.

The recommendations offered by the Technical Committee envisage State programs for which Federal funds are made available through grants-in-aid. In summary, that Committee recommended: (1) expansion of public-health and maternal and child-health services under provisions for Federal-State cooperation included in the Social Security Act; (2) expansion of hospital facilities; (3) provisions for public medical care of the medically needy, i. e., persons on the relief and public-assistance rolls, and also those who can buy food, clothing, and shelter but have no margin for sickness bills; (4) consideration of a comprehensive program of general medical care for the entire population, supported by taxation or insurance payments or a combination of both methods; (5) Federal action toward the development of insurance against wage loss during temporary and permanent disability, possibly geared into the existing social insurance programs.

The first three recommendations, the Technical Committee estimated, would require annual expenditures of about \$850 million at a level of full operation to be reached progressively within a 10-year period. It was suggested that the Federal

¹ A National Health Program: A Summary. Interdepartmental Committee to Coordinate Health and Welfare Activities, 815 Connecticut Avenue NW., Washington, D. C.

Chart I.—National income and children under 15 years of age, United States



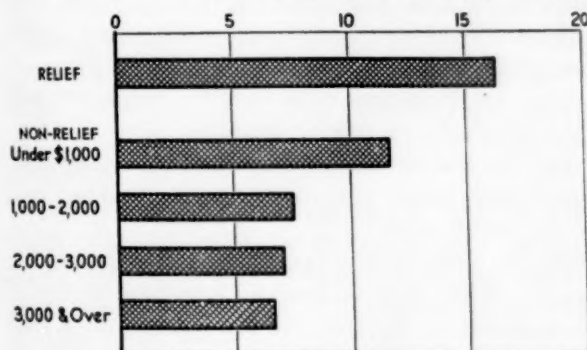
Sources: National Industrial Conference Board income data; U. S. Bureau of the Census.

Government should meet about one-half of the cost. To the considerable extent to which the expansion of health services may be expected to prevent and cure sickness and postpone needless deaths, these costs, it was pointed out, would replace costs now borne by the public and by families for dependency and for other economic disasters arising from sickness.

The fourth recommendation was presented primarily as a more economical and effective way of paying costs already borne by individuals and to some extent also by government. Proposal was made of State plans for general medical programs to cost not more than \$20 per person per year—no more than the average now spent privately—supported by taxation, or by contributions of insured persons with assistance from employers and government, or by combinations of these two methods. To some extent this recommendation provides an alternative to those preceding. Both the fourth recommendation and the fifth—Federal action toward development of compensation for temporary and permanent disability—involve primarily substitution of average costs for the uneven actual costs now borne by those who become sick and disabled and, directly or indirectly, also by the public.

The Interdepartmental Committee asked the members of the Conference to carry the recommendations back to organizations with which they

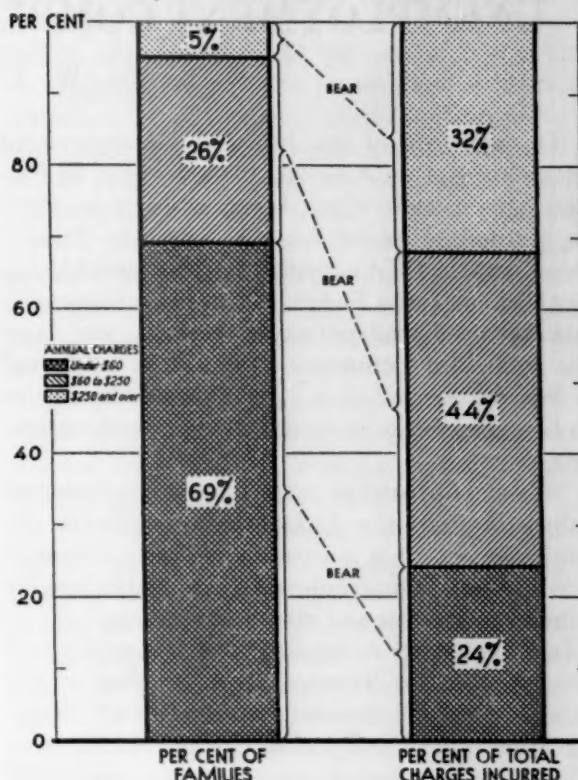
Chart II.—Annual days of disability¹ per person]



¹ From illnesses disabling for 1 week or longer.
Source: U. S. Public Health Service.

are associated and to advise the Committee for its guidance in preparing proposals for legislative action. At the close of the meeting the Chairman, Miss Josephine Roche, formerly Assistant Secretary of the Treasury, declared:

Chart III.—How the cost of sickness is borne; experience of families with incomes of \$1,200-\$2,000



Source: Committee on the Costs of Medical Care.

"We believe that everyone agrees that a national health program should be developed. * * * There is agreement on many of the principles set forth in the recommendations of our Technical Committee. There is agreement on many of the specific objectives, and there is general agreement, we believe, that a national health program should certainly take account of varying regional and local situations. * * * There are differences of opinion * * * but they are details."

In concluding, Miss Roche quoted Dr. Thomas Parran, the Surgeon General:

"Those of us who are concerned with the progress of medical science usually think that the great events of medicine occur only in the research laboratory or the operating room. We are witnessing here in Washington another kind of progress in medicine—an effort to put medical science to work. The National Health Conference may well be the greatest event in medical science which has happened in our time."

THE RAILROAD UNEMPLOYMENT INSURANCE ACT AND UNEMPLOYMENT COMPENSATION ADMINISTRATION

W. J. COUPER*

The approval of the Railroad Unemployment Insurance Act on June 25, 1938, brought to fruition a movement which began as early as 1934. In his annual report for that year the Federal Coordinator of Transportation recommended the establishment of a Federal plan of unemployment insurance for transportation workers, and later the Interstate Commerce Commission concurred in this recommendation. In 1935 the Committee on Economic Security made a similar recommendation, saying:

"We are opposed to exclusions of any specified industries from the Federal act, but favor the establishment of a separate nationally administered system of unemployment compensation for railroad employees and maritime workers."

In March 1936 a detailed plan, *Unemployment Compensation for Transportation Employees*, was published by the Federal Coordinator of Transportation, and a series of discussions was started with various affected groups. The draft bill included in this report was not entirely satisfactory to the standard railway labor unions, who appointed a special committee on unemployment insurance to continue a study of the problem. The major objective of this committee was the drafting of a bill which would be relatively simple to administer and easily intelligible to the ordinary worker.

While working on this problem, the Railway Labor Executives' Association consulted with a number of interested Government agencies and individuals. When the bill was in substantially final form, the Association entered negotiations with the railroads, in the hope that they might jointly sponsor a mutually satisfactory bill. When, however, it became apparent that the negotiations could not be successfully concluded before the adjournment of the 75th Congress, the Association decided to sponsor its bill independently. The bill was reported favorably to both Houses of Congress and passed without a single dissenting vote.

*Acting Executive Officer, Bureau of Unemployment Insurance, Railroad Retirement Board. This article is based on a speech delivered at the Regional Conference of Unemployment Compensation Agencies, Region XII, July 14, 1938.

Main Provisions of the Act

The act creates a national pooled-fund system of unemployment insurance for railroad workers. It, therefore, excludes this type of interstate employment from coverage by title IX of the Social Security Act as of July 1, 1939, and, as of this same date, requires the States to cease covering this employment by their unemployment compensation laws. It provides that both old-age and unemployment insurance for railroad workers shall be administered by a single Federal agency, the Railroad Retirement Board, on the basis of a single set of reports from employers. The plan will be financed by employer contributions levied on the same base as the tax levied by the Carriers Taxing Act. The coverage, identical with that of the Carriers Taxing Act and the Railroad Retirement Act of 1937, includes chiefly interstate railroads, certain of their operating subsidiaries, sleeping-car and express companies, traffic and similar associations maintained by the railroads, and railroad labor organizations.

Since the main provisions of this act were briefly summarized in an earlier issue of this Bulletin,¹ it is necessary here to mention only its central features, and particularly the benefit provisions. Benefits become payable only with respect to unemployment occurring after June 30, 1939. An employee of a covered employer will then be eligible to receive benefits:

(a) If, within the appropriate preceding calendar year, he has earned \$150 or more in covered employment; and

(b) If, within 6 months preceding the beginning of any benefit year, he has had a waiting period of 15 consecutive days of unemployment or 2 half months in each of which there were 8 days of unemployment for which benefits were not paid.

Benefits will be paid for each day of total unemployment in excess of 7 during any period of 15 days, in amounts ranging from \$1.75 to \$3.00, according to the employee's total earnings from covered employment in a preceding calendar year. The maximum total benefits payable to any em-

¹ See *Social Security Bulletin*, Vol. I, No. 6, June 1938, p. 31.

ployee during a period of 12 months will be 80 times his daily benefit amount. In other words, the rates range from \$14 to \$24 per half month of total unemployment, and the maximum duration is a flat 5 months.

The benefit schedule is as follows:

Total earnings in base year	Daily benefit amount	Maximum amount of benefits payable in any benefit year
\$150 to \$199.99.....	\$1.75	\$140
\$200 to \$249.99.....	2.00	160
\$250 to \$299.99.....	2.25	180
\$300 to \$349.99.....	2.50	200
\$350 to \$399.99.....	2.75	220
\$400 and over.....	3.00	240

The plan is to be administered by the Railroad Retirement Board. With no exception, the personnel is to be engaged under civil-service rules and regulations. The Board receives all necessary powers, including the authority to establish special employment offices for railroad workers, but the act clearly intends that the Board shall endeavor to make the maximum use of all existing facilities.

In order to reconcile the provisions of the two acts, section 303 of the Social Security Act is amended by providing that the Social Security Board shall make no certification for payment of an administrative grant to any State unemployment compensation agency if it finds that the agency (a) does not make its records available to the Railroad Retirement Board or (b) does not afford reasonable cooperation to every Federal agency administering an unemployment insurance law.

Significant Features of the Act

It is evident that this act differs fundamentally from the typical State unemployment compensation laws. Certain of these differences resulted from the determination to integrate its administration with that of the Railroad Retirement Act; others proved to be essential in order to adapt unemployment insurance to the nature of the railroad unemployment problem. Still other differences resulted from the search for administrative simplicity.

The use of days of unemployment, instead of weeks of partial or total unemployment, eliminates the problem of partial benefits. Benefits are payable only for days of unemployment in excess of

7 during any period of 15 days, partly because of certain railroad employment practices, partly in order not to give benefits to a worker who has earned approximately 50 percent of his normal semimonthly wage. The provision of substantial minimum benefits and the payment of proportionately higher benefits to workers in the lower wage classes were regarded not only as necessary for an equitable and socially useful unemployment insurance plan but as essential for a sound railroad unemployment insurance plan, because the seniority practices of that industry concentrate unemployment among the short-service and low-paid workers.

Merit rating was abandoned, partly because of doubts about its general soundness, but especially because it was believed to be particularly unsound for the American railroad industry. Changes in the amount of railroad employment depend almost directly on changes in the volume of traffic, which, in turn, are dependent on general business conditions over which the railroads have no control. In fact, the railroads probably have less opportunity to influence the amount of employment they offer than do other employers who, by price policies, advertising and sales campaigns, and the like, can sometimes increase or maintain sales volume and employment. Moreover, within the limits of the traffic available, certain strategically situated railroads, by their power to route traffic over one or other connecting lines, can influence the distribution of employment and unemployment on connecting carriers, and should not receive an incentive to route traffic in such a way as to permit favored connections to obtain merit-rating reductions. In short, stable or unstable employment in railroading does not reflect "merit" or managerial efficiency nearly as much as it reflects the economic and climatic character of the territories through which the railroads operate.

The simple eligibility requirement of \$150 in earnings and the basing of benefit rates, six in number, on classified annual earnings during a fixed calendar base year permit predetermination of benefit rights and almost completely decentralized claims administration. The absence of overlapping base periods and of merit rating eliminate the need for complicated charging of benefits against the workers' wage credits and the employers' accounts. Fixed durations of benefits eliminate certain computations difficult to explain or justify and assures that every

eligible worker will be entitled to draw benefits for a period long enough to be of genuine assistance. In colloquial terms, the railway unions rightly called this a "streamlined" program. Any worker can understand it; administration of routine cases will be simple.

Tentative Administrative Plans

Although no definite administrative plans have yet been formulated by the Railroad Retirement Board, it is likely that its ultimate procedure will follow such lines as these: The Board is now planning to furnish every worker with an annual statement of his earnings credited for retirement purposes. The form used for this purpose can be amended to include a statement of his eligibility for unemployment insurance, his benefit rate, and maximum benefits. When a claimant presents such a statement at a local office and proves his unemployment, the local official will be able to approve the claim and send a benefit voucher to the nearest disbursing officer of the Treasury, who will write the check. All doubtful claims will be referred to a district insurance officer. Any claim disallowed by the district insurance officer and disputed will be referred to an appeal tribunal. The functions of the Washington office will be largely those of supervision and control. Basic operations will be decentralized to the greatest possible extent.

Practically every unit of the railroad industry has some formal organization of joint committees for the handling of industrial relations problems. This opens up a possibility, as yet unexplored, of utilizing this or other railroad machinery for the preliminary handling of claims. It is not impossible, for example, that workers might file their claims wherever they file their time and mileage slips to be routed to an officer of the Board after verification by the pay-roll office.

For placement purposes—and, to the extent that an arrangement such as that described above cannot be effected, also for claims purposes—the Board hopes to arrange to use the facilities of the Federal-State employment offices. Only a few specialized railroad employment offices will be established in large railroad centers where a State would be justified in establishing such a specialized occupational office. The Board will probably find it necessary to assign one or more of its own employees to a few other large State offices. Whatever the final arrangements—whether State

unemployment compensation and employment offices are used for both claims and placement or only for placement—the Board hopes to use the existing State offices and to pay for the service rendered. It will not set up a Nation-wide system of duplicate facilities.

Effect on State Unemployment Compensation Laws and Agencies

There has been concern among some groups about the effect of this act on policies and administration in the Federal-State unemployment compensation program. It has been suggested that this act may be the entering wedge for a wholly Federal system of unemployment insurance. It is doubtful that the Railroad Unemployment Insurance Act could be a decisive factor in stimulating any such change. This act sets up a national system to handle an industry which, to a unique degree, is national in its scope, its operation, and its viewpoint. Employers and workers are organized on a national basis; wages and working conditions are negotiated on a national basis. Practically every aspect of railroad operation and labor relations is regulated on a national basis by national agencies. From any practical viewpoint, unemployment insurance for this industry must likewise be national in scope. As to its stimulating a general Federal system, it can only be said that the act received support from those who hoped it would and met opposition from those who feared it would not contribute to a general Federal scheme. The first group believed that the act would set the necessary example; the second, that it would deprive the "Federalists" of the support of one of the most influential pressure groups interested in getting uniform national coverage.

There was also some concern lest the act have a seriously adverse effect on the State funds, especially in certain western and southern States. It was assumed, for example, that to take away 20 or 25 percent of the total coverage in a few States would endanger the solvency of their unemployment compensation funds. This situation might arise on two conditions: first, that the frequency and severity rates of unemployment in railroading are very much less than those for all covered employments; and, second, that all States had completely pooled funds.

The first condition is probably true, but in less degree than one might suppose. The margin of

railroad collections over disbursements would be a safety factor in a State which has a completely pooled fund; but merit rating is designed to return this margin of safety, if any, to the railroad employers in the form of reduced contribution rates. In other words, it cannot be said that this act endangers State funds when, at the worst, its financial effect will probably be about the same as that of the merit-rating provisions found in most State unemployment compensation laws.

Since the majority of the State legislatures have already anticipated the passage of the Railroad Unemployment Insurance Act by excluding from covered employment any service covered by a Federal unemployment compensation act and by authorizing participation in reciprocal agreements with any agency administering such a Federal law, the stage is well set for the few amendments to each State law which passage of this act may now require.

Probably the most important amendment will prove to be one authorizing the State to comply with the requirements of the so-called transfer provisions. Each State will be required to transfer directly or indirectly from its account in the unemployment trust fund to the railroad unemployment insurance account an amount which will be determined by the Social Security Board after agreement with the Railroad Retirement Board and consultation with each State. The amount to be transferred is divided into two parts, the "preliminary amount" and the "liquidating amount." With respect to employers' reserve accounts, the preliminary amount will be the balances as of June 30, 1939, in the reserve accounts of employers covered by the Railroad Unemployment Insurance Act; with respect to pooled funds, it will be the proportion of the balance of each State fund as of June 30, 1939, represented by the ratio of its railroad collections as of that date to total collections. The liquidating amount in all cases will be the total amount collected from railroad employers after June 30, 1939, with respect to employment prior to that date.

If for any reason a State is unable to obtain the necessary legislative authorization to make this transfer directly, it will be effected indirectly by the withholding of administrative grants by the Social Security Board until the required amount has been so withheld and transferred to the railroad unemployment insurance account.

In the meantime, the State thus affected is authorized to withdraw from its account in the unemployment trust fund the amount which the Social Security Board finds necessary for proper administration.

These transfer provisions will be relatively easy to administer. In the near future each State will receive a list of all employers now determined to be covered by the Railroad Unemployment Insurance Act, most of whom will be in the industrial classification "40." As of June 30, 1939, the State agency will total the contributions of these employers, compute the percentage of this total to all collections, and apply that percentage to the fund balance. This computation will give the so-called "preliminary amount." The State will earmark subsequent collections from these employers since the total of these amounts will constitute the "liquidating amount." The final determination, however, will not be made without consultation with the State and Federal agencies affected. Steps are under way to set up a special joint committee of all the agencies concerned to consider common problems.

The act contains certain transitional provisions, the effect of which is to protect any worker who has started a benefit year under a State law between July 1, 1938, and June 30, 1939, by assuring that he will suffer no loss of benefits during that benefit year. These provisions require the Railroad Retirement Board to assume the liability for benefits to such workers. Again, it is hoped that these provisions will be administered without difficulty in some such fashion as follows: The State agencies will pull out all claims files of railroad employees and of other workers whose benefits are chargeable to employers covered by the Railroad Unemployment Insurance Act. The State agency will notify each worker that his coverage under the State law is terminated as of June 30, 1939, and that he must present his claim for benefits thereafter to the Railroad Retirement Board. The State will also send the Board a list of these employees giving name, number, address, benefit year, employer chargeable, maximum benefits, and balance of benefits. The Railroad Retirement Board will then carry on.

Some difficulty is anticipated in connection with those workers who shift between railroad employment and employment covered by a State unemployment compensation law. The volume of claims from these workers, however, may be

substantially less than the volume of claims from multistate railroad workers of whom the State agencies are being relieved by the Railroad Retirement Board. When the problem is broken down it begins to look smaller. A worker of mixed employment history may be:

- (1) eligible under both laws,
- (2) eligible under only the railroad law,
- (3) eligible under only the State law, or
- (4) eligible under neither law.

In the first situation he will undoubtedly elect to draw benefits under the more liberal law. Then the only difficulty—which can be met by a not impossible system of clearance of claims—will be to prevent his drawing under both laws at the same time. In the second situation no problem arises. In the third situation the only difficulty is that the worker may have lost the right to not more than an average of about \$12.50 in State benefits based on railroad employment. The fourth situation is the most troublesome, because a few such workers might have been eligible for very limited benefits if all their employment had been covered by the State law. In this connection it might be wise to recognize the fact that it is likely that such a worker would shortly be dependent on relief and should perhaps not be included in the insurance system. In connection with the third and fourth cases, the Railroad Retirement Board has authority to enter into reciprocal agreements with the States whereby the latter may be reimbursed for any benefits paid by them on the basis of railroad employment.

This act will not significantly affect the placement work of the employment offices except in a dozen or so centers where the Railroad Retirement Board may establish its own offices. There the problem will be one of establishing a central metropolitan file or some system of duplicate regis-

tration cards or interoffice clearance. A suggestion has been made that the State employment offices might discriminate against railroad workers, but it cannot be taken seriously without casting unwarranted aspersions on the present practices and future prospects of the Federal-State employment services.

Conclusion

The Railroad Unemployment Insurance Act was passed at a time when most State administrators of unemployment compensation were still struggling to cope with the deluge of claims that started on January 1, 1938. In the midst of their problems it may easily have appeared to be the last straw. There is nearly a year, however, in which to adjust to this new law, and it is hoped that there will be few administrators who, after mature consideration, will fail to appreciate its genuine contribution to the cause of social security. It points the way toward a simplified system. It adds a further distinctive experiment to those now in process in this field. It will result in a slight saving to the railroads and will assure the railroad workers nationally uniform and equitable treatment. In particular, it removes the dangerous possibility that the operation of the State laws might have introduced various types of State differentials to impair or complicate the sound national basis of industrial relations which now prevails in the railroad industry. It will free the State commissions from a substantial part of the complex problem of multistate workers. The act presents a challenging opportunity to demonstrate the possibility of integrated and economical administration. To all who are concerned with the field of unemployment insurance it presents an opportunity for the cooperative solution of a common problem.

RELIEF TRENDS IN CAMBRIDGE, MASSACHUSETTS, 1929-37

ANNE E. GEDDES*

For the past 9 years Cambridge relief agencies have been participating in a current monthly study of relief expenditures in 116 large urban areas of the United States. From this study, which is now carried on by the Social Security Board, there is available an invaluable monthly record of the amount of relief distributed from public and private funds from January 1929 to date. This record sheds light on past relief developments and on the profound governmental, economic, and social changes that have characterized the period; it also affords some insight into the future. Similar analyses could be made in any of the other 115 participating urban areas.

The term "relief" is used to designate many different forms of aid or assistance given to needy families and individuals in their homes. Relief may be given in the form of direct cash payments or cash wages, or it may be given in the form of orders on stores, grocery baskets, clothing, rent, fuel, medical and nursing care, service of housekeepers, hospitalization, and burials. The term "relief" in this discussion does not include administrative expense, nor does it include care of transients or individuals in institutions and in foster homes.

Nine-Year Bill \$13 Million

In the 9 years from 1929 to 1937, total expenditures or obligations incurred for relief in Cambridge by agencies reporting to the Social Security Board exceeded \$13 million, of which 95 percent was disbursed from public funds. This sum, which is exclusive of the cost of administration and of materials and equipment used in work-relief projects, represents substantially the total amount of noninstitutional relief distributed in the city.

A panoramic view of relief expenditures in the 108-month period is afforded by chart I, which shows the amount of relief distributed for five major classes of relief. These classes are: relief given by the private agencies; assistance to the

aged, the blind, and dependent children, under the Social Security Act; public general relief; earnings under the Civil Works Administration; and earnings under the Works Progress Administration. The chart shows a steady rise in the total volume of expenditures over the years, but this rise is accompanied by sharp fluctuations in total disbursements and by striking shifts in emphasis among the different classes of assistance.

To a considerable extent, changes occurring in the volume of relief since 1929 reflect the impact of the depression. But changing public attitudes toward the problem of dependency have also been a factor in the growth of the relief bill. Annual expenditures for the various classes of relief are shown in table 1.

Private Relief

Private relief in Cambridge has constituted a consistently minor part of the city's relief bill. The private agencies are principally concerned with helping families meet their special problems, and they consider the giving of relief a secondary function. From 1929 to 1937, obligations incurred for relief from private funds aggregated \$664,000 or 5 percent of the \$13 million total expended from both public and private sources. Private agencies reporting their expenditures to the Social Security Board include the Family Welfare Society, the First Parish Paine Fund, the Salvation Army, and the Cambridge Unemployment Relief Committee. Some other private agencies, notably the St. Vincent de Paul Society¹ and other church organizations, have distributed some relief in these years, but their expenditures are believed to have been relatively minor. The Cambridge Unemployment Relief Committee was established in the early phase of the depression and provided the first work relief in the city. Construction of the Cambridge Municipal Golf Course was a principal project of this committee, which operated intermittently from December 1930 to July 1933 when the Federal Government entered "this business of relief." The important role played

*Acting Chief, Division of Public Assistance Research, Bureau of Research and Statistics, Social Security Board. This article was prepared as the basis of a speech before the League of Women Voters, Cambridge, Massachusetts, May 23, 1938.

¹ Expenditures of the St. Vincent de Paul Society from 1929 to 1937 were approximately \$65,000.

by the Committee is clearly revealed by the chart.

It is interesting that in 1937, despite the very large volume of public relief disbursed, the relief expenditures of the private agencies were 26 percent higher than in 1929.

Special Types of Public Assistance

The three special types of public assistance—old-age assistance, aid to dependent children, and aid to the needy blind—comprise the second layer of expenditures in chart I. Since early in 1936 these three types of public assistance have been financed in part from Federal funds under the provisions of the Social Security Act. As shown in table 2, expenditures for the special types of public assistance amounted to \$97,600 in 1929 and \$475,600 in 1937. The sharp increase is due in part, at least, to the influence of new legislation and of Federal participation.

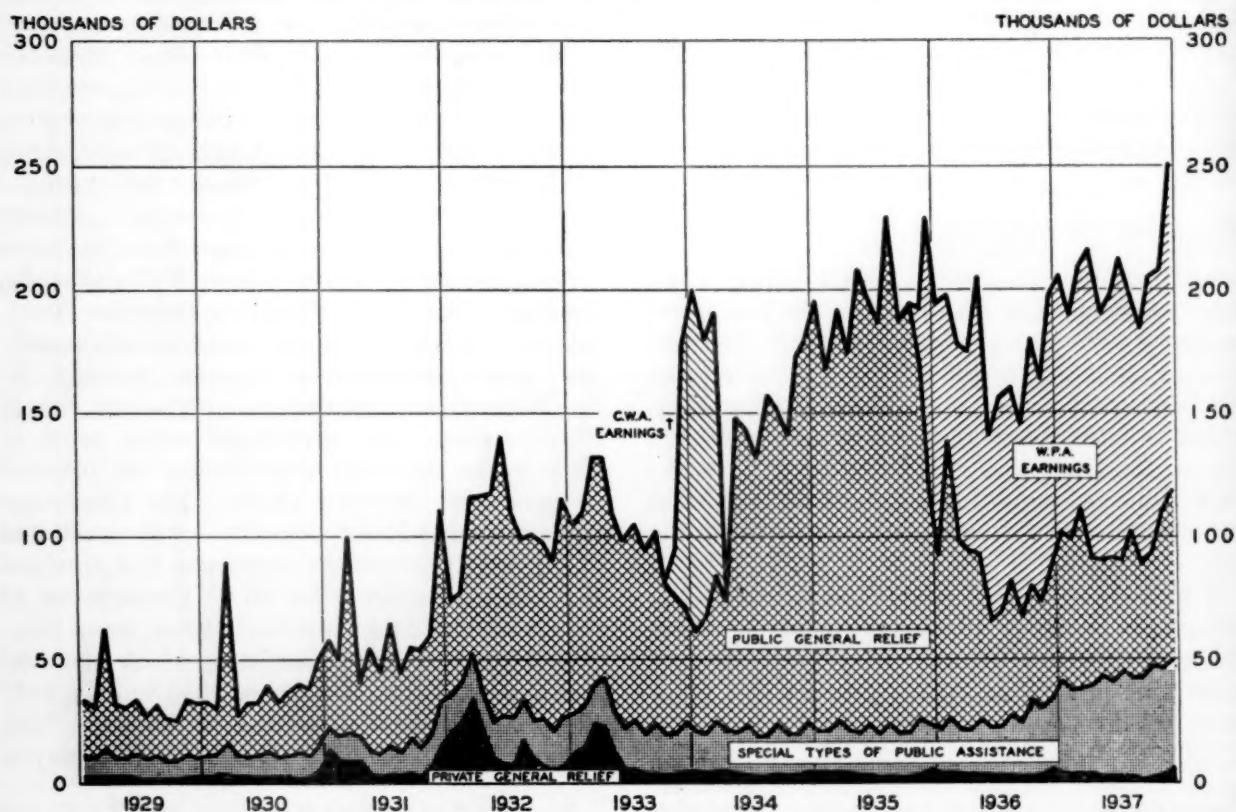
Old-age assistance, which is available to needy individuals 65 years of age and over, was first granted in Cambridge in September 1931, when new State legislation became effective. It is financed from Federal, State, and local funds and

is administered by a separate bureau of the Board of Public Welfare. Expenditures for old-age assistance in 1937 amounted to \$323,000 and comprised 68 percent of the bill for the three programs.

Aid to dependent children, which is financed from Federal, State, and city funds, is administered by the Board of Public Welfare. Prior to 1936 the program was known as mother's aid and was restricted to children living with widowed mothers or mothers with no means of support. Since that time the provisions of the law have been broadened. Expenditures in the 9-year period totaled \$854,500 and amounted to 45 percent of the aggregate amount disbursed for the public-assistance programs. Expenditures for aid to dependent children in 1929 were \$89,800 and in 1937, \$142,000, an increase of 58 percent.

Aid to the blind is administered by the Division for the Blind of the State Department of Education and is financed by State and Federal funds. Expenditures under this program amounted to \$90,900 and comprised about 5 percent of the total outlay for the special types of public assistance from 1929 to 1937.

Chart I.—Total obligations incurred for relief in Cambridge, Mass., by months, 1929-37



Public General Relief

Over the 9-year period, public general relief constituted by far the largest proportion of all relief expenditures. Several kinds of relief are grouped under this broad heading: dependent aid or home relief, which is administered by the Board of Public Welfare; soldiers' relief, State aid, and military aid, which are administered by the Soldiers' Relief Department; and emergency relief, which from 1933 to 1935 was administered by the Emergency Relief Administration. "Dependent aid" is granted to both employable and unemployable persons not qualifying for the special types of assistance, and is financed almost exclusively from local funds; the State, however, pays the cost of care for persons without legal settlement in Massachusetts. Soldiers' relief is paid from local funds, military aid from both State and local funds, and State aid is financed wholly by the State. The relief program of the Emergency Relief Administration was supported entirely from Federal funds.

From 1929 to 1937, expenditures for public general relief amounted to \$7,519,000, or 58 percent of the \$13 million total expended. Examination of chart I reveals a striking increase in the volume of public general relief from 1931 until the inauguration of the CWA program and, subsequently, until the development of the WPA. During the operation of the CWA and WPA programs, the volume of general relief was greatly reduced. The peak in general relief disbursements was reached in 1935, when they constituted 83 percent of all relief in the city. In 1937 general relief represented 27 percent of the total relief bill.

One important fact not revealed by the chart is the essential continuity of the Federal Government's work-relief policies. Part of the general relief disbursements from the fall of 1933 to the end of 1935 were for work-relief benefits of the Emergency Relief Administration. These benefits under the ERA were based on the need of the individual family and were not determined by a fixed wage scale, as in the case of CWA and WPA earnings.

CWA and WPA Earnings

During the winter of 1933-34, the CWA operated an emergency work program which was intended to stimulate recovery as well as to relieve destitution. Persons employed on this federally

operated and financed program were drawn both from the work-relief program of the ERA and from the general unemployed without certification of need. Wages on this short-lived, large-scale program were at going rates of pay. Earnings of workers on the CWA program, including earnings of the administrative staff, amounted to \$485,400. When this 4½-month program was terminated in the spring of 1934, those workers who were able to establish need were transferred to the work-relief projects of the ERA.

In October 1935, the WPA began operations in Cambridge. Total earnings of workers certified as in need amounted to \$2,459,786 from October 1935 through 1937. Earnings of workers on the WPA program are financed wholly from Federal funds and are fixed at a security or subsistence level. It is significant that in both 1936 and 1937, WPA earnings comprised approximately one-half of the annual relief bill.

Other Relief

In the period from 1929 to 1937 some relief was dispensed in addition to the \$13 million total

Table 1.—Obligations incurred for public and private relief in Cambridge, Mass., by years, 1929-37

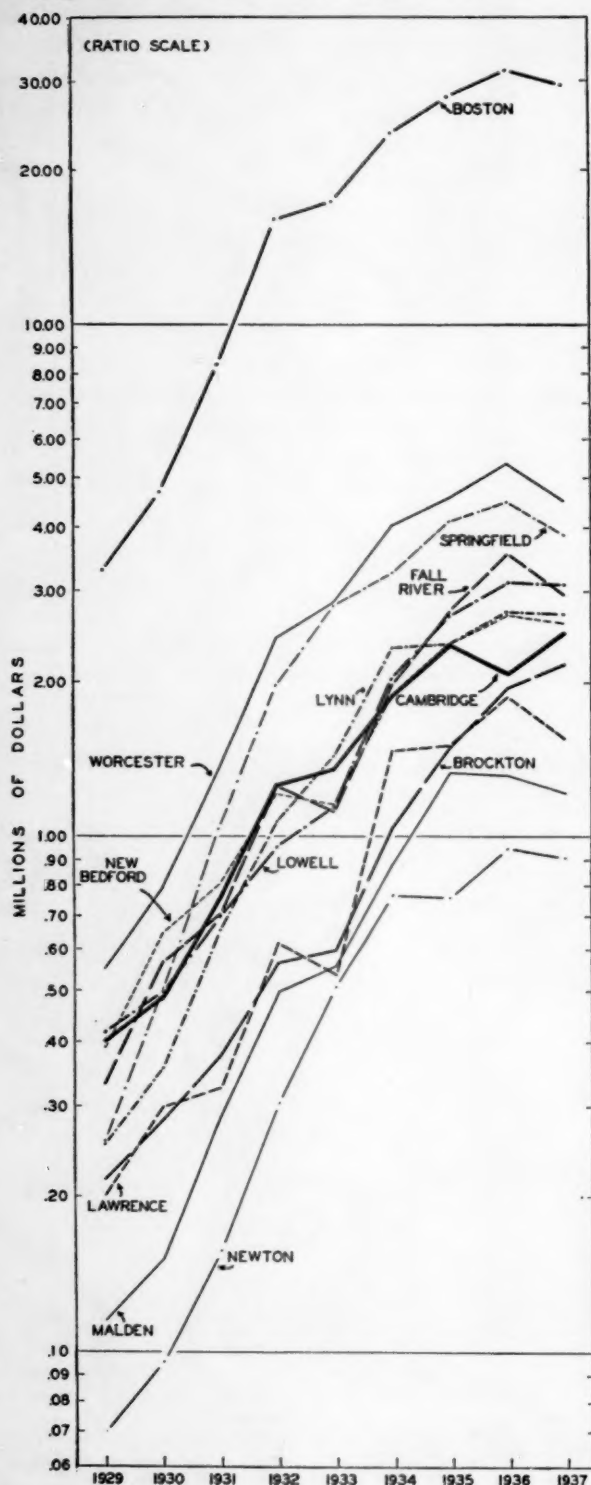
Year	Total obligations incurred	Public relief			Private general relief
		General relief	Special types of public assistance	CWA and WPA earnings	
Amount of obligations incurred					
Total, 9 years..	\$13,041,746	\$7,518,938	\$1,913,896	\$2,945,182	\$663,730
1929-----	401,072	268,038	97,613	-----	35,421
1930-----	485,381	336,200	106,710	-----	42,471
1931-----	751,231	530,808	130,161	-----	90,262
1932-----	1,258,650	876,206	202,658	-----	179,786
1933-----	1,343,921	888,301	207,712	125,295	122,613
1934-----	1,875,188	1,256,132	205,734	130,101	53,221
1935-----	2,355,565	1,958,782	218,782	129,000	49,001
1936-----	2,097,367	733,012	268,962	1,049,000	46,393
1937-----	2,473,371	671,459	475,564	1,281,786	44,562
Percent of total					
Total, 9 years..	100.0	57.6	14.7	22.6	5.1
1929-----	100.0	66.9	24.3	-----	8.8
1930-----	100.0	69.3	22.0	-----	8.7
1931-----	100.0	70.7	17.3	-----	12.0
1932-----	100.0	69.6	16.1	-----	14.3
1933-----	100.0	66.1	15.5	9.3	9.1
1934-----	100.0	67.0	11.0	19.2	2.8
1935-----	100.0	83.1	9.3	5.5	2.1
1936-----	100.0	35.0	12.8	50.5	2.2
1937-----	100.0	27.2	19.2	51.8	1.8

¹ CWA earnings. Includes earnings of administrative staff and all other persons employed on the program.

² WPA earnings. Includes only earnings of persons certified as in need of relief.

already accounted for. During 1932 and 1933, Government-owned wheat and cotton, which were

Chart II.—Total obligations incurred for relief, in 12 Massachusetts cities, by years, 1929–37



purchased by the Federal Government as a farm-relief measure, were distributed to needy families by the American Red Cross through community agencies. The value of this relief is not available. Since 1934, Federal surplus commodities, purchased by the Federal Surplus Relief and the Federal Surplus Commodities Corporations,² have been made available to Cambridge families, first through the private welfare agencies, the Board of Public Welfare, and the WPA and later through the public agencies only. The value of such surplus food and clothing distributed is in excess of \$500,000.

Considerable family relief has been provided in Cambridge through the Civilian Conservation Corps, but it is impossible to estimate how much assistance Cambridge families have received from this source. The CCC was established in the spring of 1933. Enrollees on this program have been selected primarily from relief families and have been required to allot the major portion of their monthly earnings to their dependents.

Other Federal agencies providing small amounts of relief in Cambridge during this period are the National Youth Administration and the Public Works Administration.² Wages paid to certified workers employed on the New Towne Court housing project of the PWA amounted to approximately \$31,700, but not all this amount was earned by workers residing in Cambridge. Student aid and earnings paid by the NYA to persons on Cambridge projects amounted to \$113,000. Some small amounts of relief not accounted for were also distributed during 1933, 1934, and 1935 in connection with the emergency education, college student aid, and transient programs of the ERA.

The grand total of all public and private relief distributed in Cambridge, from all sources except relatives and friends, is estimated to be roughly \$13.9 million for the 9 years from 1929 to 1937.

Expenditures Related to Population

This review of the relief experience of Cambridge, which in 1935 had a population of 118,000, reveals a steady and inexorable rise in the extent of the relief burden. Per inhabitant, relief expenditures of the reporting agencies in the 9-year period totaled \$114.76. Annual rates for each class of relief are given in table 3.

² Data for these programs were obtained from the Works Progress Administration for Massachusetts.

Table 2.—Obligations incurred for special types of public assistance in Cambridge, Mass., by years, 1929–37

Year	Total	Old-age assistance	Aid to dependent children	Aid to the blind
Amount of obligations incurred				
Total, 9 years.....	\$1,913,896	\$968,464	\$854,496	\$90,936
1929.....	97,613	.....	89,754	7,859
1930.....	106,710	.....	98,005	8,705
1931.....	130,161	13,812	106,189	10,160
1932.....	202,658	100,341	91,139	11,178
1933.....	207,712	118,744	77,879	11,089
1934.....	205,734	116,410	78,887	10,437
1935.....	218,782	130,591	77,359	10,832
1936.....	268,962	165,392	93,259	10,311
1937.....	475,564	323,174	142,025	10,365
Percent of total				
Total, 9 years.....	100.0	50.6	44.6	4.8
1929.....	100.0	.....	91.9	8.1
1930.....	100.0	.....	91.8	8.2
1931.....	100.0	10.6	81.6	7.8
1932.....	100.0	49.5	45.0	5.5
1933.....	100.0	57.2	37.5	5.3
1934.....	100.0	56.6	38.3	5.1
1935.....	100.0	59.7	35.4	4.9
1936.....	100.0	61.5	34.7	3.8
1937.....	100.0	68.0	29.9	2.1

In 1929 expenditures per inhabitant for all classes of relief amounted to \$3.53. In that year the entire burden was shouldered by agencies financed from State and local funds. In 1937 expenditures per inhabitant totaled \$21.76, of which considerably more than half was borne by the Federal Government. Federal expenditures for WPA earnings amounted to \$11.28. In addition, the Federal Government contributed in part to the rate of \$4.18 per inhabitant for the special types of public assistance.

Complexity of Relief Administration

The growth of the relief bill in Cambridge in the past 9 years has been accompanied by increasing complexity in the administrative machinery for distributing relief. During 1937 relief was dispensed by local agencies supported solely from local funds; by a local agency supported from local and State funds; by a State agency supported from State and Federal funds; by a local agency supported from local, State, and Federal funds; and by local agencies supported wholly from Federal funds. Administratively, these agencies represent every type of organization from absolute local authority to complete Federal authority. From the point of view of John Doe, who is seeking help for his family, the hierarchy of agencies in this community of 118,000 must seem bewildering indeed.

If John Doe is out of work, and has exhausted his benefit rights under unemployment compensation, his first impulse will be to go to the WPA in search of a job. He may learn that he must first be certified as in need by the Board of Public Welfare. If no jobs are available, he may receive "dependent aid" from that agency. If John Doe has an aged parent whom he is unable to support, he will be referred to the Bureau of Old-Age Assistance in the Board of Public Welfare. If he is tuberculous and requires treatment in a sanitarium, his children may be taken care of through a grant for aid to dependent children. If he is a veteran, he may receive assistance from the Soldiers' Relief Department. If he loses his sight, he may receive aid from the Division for the Blind. If John Doe's wife is ill and he needs help in the management of his household affairs, the Family Welfare Society may assist him in the solution of his problems. It is a wise John Doe who knows where to turn for help in his particular situation. In his search, he may come to wonder whether the problems of the needy in a community the size of Cambridge could not be met successfully by fewer agencies. He may also ponder over the maze of regulations which determine the form and amount of assistance to be granted to him or his family.

Cambridge Compared With 11 Massachusetts Cities

As a means of appraising the Cambridge relief situation, comparison has been made of annual relief expenditures in Cambridge and in 11 other

Table 3.—Obligations incurred for public and private relief per inhabitant,¹ Cambridge, Mass., by years, 1929–37

Year	Total per inhabitant	Public relief			Private general relief
		General relief	Special types of public assistance	CWA and WPA earnings	
Total, 9 years.....	\$114.76	\$66.17	\$16.85	\$25.91	\$5.83
1929.....	3.53	2.36	.86	.....	.31
1930.....	4.27	2.96	.94	.....	.37
1931.....	6.61	4.67	1.15	.....	.79
1932.....	11.07	7.71	1.78	.....	1.58
1933.....	11.83	7.82	1.83	\$ 1.10	1.06
1934.....	16.50	11.05	1.81	\$ 3.17	.47
1935.....	20.73	17.24	1.93	\$ 1.13	.43
1936.....	18.46	6.45	2.37	\$ 9.23	.41
1937.....	21.76	5.91	4.18	\$ 11.28	.39

¹ Based on United States population census, 1930.

² CWA earnings. Includes earnings of administrative staff and all other persons employed on the program.

³ WPA earnings. Includes only earnings of workers certified as in need of relief.

Table 4.—Total obligations incurred for relief, total obligations incurred per inhabitant, and obligations incurred for private relief as percentage of total, for 12 Massachusetts cities, 1929 and 1937

City	Total obligations incurred		Percentage increase 1929 to 1937	Total obligations incurred per inhabitant ¹		Obligations incurred for private relief as percentage of total	
	1929	1937		1929	1937	1929	1937
Cambridge.....	\$401, 072	\$2, 473, 371	517	\$3. 53	\$21. 76	8. 8	1. 8
Boston.....	3, 263, 839	29, 279, 522	797	4. 18	37. 48	16. 5	3. 4
Brockton.....	218, 217	2, 207, 001	912	3. 42	34. 59	21. 9	1. 7
Fall River.....	322, 249	2, 961, 633	820	2. 80	25. 69	. 7	. 1
Lawrence.....	201, 417	1, 590, 643	692	2. 37	18. 70	6. 4	1. 0
Lowell.....	420, 403	3, 127, 480	645	4. 19	31. 20	11. 1	1. 0
Lynn.....	252, 389	2, 691, 765	968	2. 47	26. 31	17. 8	1. 5
Malden.....	120, 172	1, 237, 549	932	2. 07	21. 32	1. 1	. 1
New Bedford.....	389, 047	2, 587, 893	565	3. 46	22. 98	4. 0	. 7
Newton.....	70, 220	912, 095	1, 203	1. 08	13. 97	12. 8	2. 7
Springfield.....	253, 702	3, 875, 914	1, 426	1. 69	25. 86	22. 3	1. 2
Worcester.....	546, 270	4, 485, 035	721	2. 80	22. 96	9. 2	1. 1

¹ Based on United States population census, 1930.

Massachusetts cities which are also participating in the Social Security Board's study of urban relief trends. These cities are Boston, Brockton, Fall River, Lawrence, Lowell, Lynn, Malden, New Bedford, Newton, Springfield, and Worcester. Like Cambridge, each of these cities presents a record of seriously mounting relief costs in the years from 1929 through 1937. The trend of total relief expenditures in the 12 cities is shown in chart II. The curves in this chart are plotted on a ratio scale and are comparable for rate of change in the volume of relief granted. They should not be compared for volume. The steeper the rise or fall in the curves, the greater the rate of increase or decrease in expenditures. Similar slopes represent similar rates of change. From 1929 through 1937, the annual relief bill for Cambridge increased 517 percent; the other cities show an even greater percentage increase in relief expenditures during this interval. Figures for individual cities are given in table 4.

Intercity comparisons of the volume of relief can best be made by means of rates to population.

In Cambridge in 1929, as has already been indicated, the relief burden amounted to \$3.53 per inhabitant. Only two cities, Boston and Lowell, had higher rates in that year. In 1937 Cambridge expenditures had risen to \$21.76 per inhabitant, but the rate was even higher in all the remaining cities except Lawrence, Malden, and Newton. The Boston rate was highest, amounting to \$37.48, and the Newton rate, only \$13.97, was lowest.

In all the cities, as in Cambridge, private funds are now financing a relatively small proportion of the total relief bill, although in absolute amounts private funds have not diminished in some cities. Relief from private funds in 1929 ranged from less than 1 percent to 22 percent of the total in the different cities; in 1937 private relief represented from 0.1 percent to 3.4 percent of the total. While some small amounts of private relief may not be represented in the reports, it is believed that the percentages would not be significantly affected by inclusion of such unreported relief.

Need for Long-Range Planning

From the comparisons which have been drawn, it may be concluded that the sharp rise in relief expenditures in Cambridge is not exceptional. Both in the State and in the Nation, the unprecedented unemployment of the 1930's has been accompanied by a rising tide of relief. In Cambridge, the peak in expenditures appears not yet to have been reached. Even with business recovery, there is no prospect that relief expenditures will return to anything approaching the 1929 pre-depression level. It is clear that large-scale relief spending will continue and that long-range planning is necessary to prevent and mitigate need. Developments in public-assistance and relief administration in recent years have resulted both in raising the standards of aid granted to needy families and in reaching a larger proportion of the population in need in Cambridge.

UNEMPLOYMENT AND HEALTH INSURANCE IN GREAT BRITAIN, 1911-37

MARIANNE SAKMANN *

Great Britain in 1911 enacted two social insurance laws to protect workers against the risks of unemployment and sickness—one an unemployment insurance law which pays the worker weekly benefits when his unemployment results from lack of work, and the other a health insurance law providing medical services, and cash benefits when he is unable to work because of sickness.

The present study represents a survey of the legislative and administrative history of the two laws as they have developed over the years. Have the lawmakers of Great Britain held that the effect of wage loss is the same whether a worker be temporarily disabled or whether he be temporarily unemployed? Are the provisions of one law more generous than the other? What is the probable reason for the greater protection furnished against one hazard than against the other?

The comparison of the two laws is limited to the provisions of cash benefits for temporary interruption in employment and wages. Large sections of each program have no parallel in the other. Thus the provisions for medical care of sick workers are peculiar to health insurance, and the services of the public employment offices in finding jobs for unemployed workers are peculiar to unemployment insurance. Such provisions, therefore, are ignored. With regard to cash benefits under the two systems, the following questions have been asked: What cash benefits are available under the two programs; for how long a period are they granted; how long must the worker be insured to qualify for benefits; under what conditions does he become eligible to benefits; under what conditions is he barred from them; what is the waiting period; what are the contributions; and what groups of workers are covered by the two programs?

Analysis and comparison of the two laws show that the two programs are, at the present time, fundamentally distinct. It would seem as if the provisions of one law had been laid down with scant attention to the other. This discovery is somewhat surprising when one considers that

health and unemployment insurance were included originally in one legislative enactment; that unemployment benefits were identical to sickness benefits when unemployment insurance was established for the major portion of the working population in 1920; that a committee, representing the Ministry of Health and the Ministry of Labour, worked for several years in the early twenties to coordinate the administration of the two systems; and that the Royal Commission on Health Insurance which investigated the problem in 1926 came to the conclusion that the disparity in the two types of benefits resulted in injustice to the workers. In spite of these various efforts, the two systems have moved farther and farther apart.

Links Between the Two Programs

A few important connections, however, exist between unemployment and health insurance. In their coverage provisions the two laws show many similarities, though significant differences also exist. Ever since 1920, the Ministry of Labour has cooperated closely with the Ministry of Health in defining the groups of workers who are subject to insurance.

Moreover, although contributions are paid separately under the two systems, the visits to the premises of employers for the purposes of both health and unemployment insurance are made by the health insurance inspectors of the Ministry of Health. As far as possible, action against delinquent employers is coordinated under both systems.

Health insurance performs still another important administrative function for unemployment insurance. A worker who leaves his job voluntarily without good cause is disqualified for the receipt of unemployment benefits for some time. If such a worker claims that he gave up his employment because of ill health, the employment officer may ask him to submit his certificate from the health insurance physician vouching for the fact that he actually was sick and disabled at the time he left work. If the worker has no such certificate, the employment officer can justly refuse unemployment benefits.

* Bureau of Research and Statistics, Division of Health Studies. This article is a summary of a more detailed report on the same subject, to be published as Bureau Report No. 3 of the Bureau of Research and Statistics.

One further important connection exists between the two systems. The British health insurance law recognizes the importance of keeping unemployed workers insured against the risk of ill health. Free medical care is available to workers with good employment records for the entire duration of their unemployment, and their rights to cash benefits are maintained for a considerable period of time after they cease to pay contributions.

Major Divergences

These are the only connections which are revealed in following the development of the two laws from the time of their adoption in 1911 to the present time. In their cash benefits and the conditions under which they are granted, the two systems are fundamentally distinct. The health insurance law has remained substantially unchanged during the last 27 years, while the unemployment insurance law was amended time and again in an attempt to meet the problems of mass unemployment in the period after the World War.

When unemployment insurance, which was limited at first to seven trades, was extended to the majority of the working population in 1920, the new law fixed the benefits at the level of the sickness benefits—15s. a week for a man and 12s. a week for a woman. There must have been a realization on the part of the lawmakers that the needs of a worker who is unable to find a job are substantially the same as those of a worker who is temporarily sick and disabled, provided that he receives free medical care. Almost immediately after they had been brought together, however, the benefits moved apart again. The only change in health insurance was the reduction of sickness benefits for married women from 12s. a week to 10s. in the year 1932. Basic benefits in unemployment insurance were changed frequently. The most significant liberalization was made in 1921, when dependents' allowances were introduced. Now an insured unemployed man aged 21 or over receives 17s. a week, plus 10s. a week for an adult dependent, plus 3s. a week for a dependent child. Thus, if he has a wife and a child, his allowance is double the sickness benefits to which he is entitled.

The fundamental difference between sickness and unemployment provisions becomes evident in a comparison of the qualifying-period requirements and the duration for which benefits are granted

under the two laws. A number of temporary measures were passed in the period after the World War, by which large groups of unemployed workers were permitted to draw unemployment benefits "in advance of contributions." They received benefits in spite of the fact that the required number of contributions did not stand to their credit and that they had drawn benefits for the maximum number of weeks. For a period of 4 years from 1927 to 1931 benefits were unlimited in duration. In the latter year a national crisis occurred threatening the financial stability of the country. As a result of this crisis, the attempts to devise an insurance system which was elastic enough to take care of all unemployed workers were abandoned. Since 1931, unemployment benefits have been granted only if 30 weekly contributions have been paid in the 2 years prior to application for benefits, and the duration is limited to 26 weeks in a year. For workers with a long record of covered employment, however, the maximum duration may be extended still further. Those who cannot meet the qualifying-period requirement or who have exhausted their rights to benefits receive assistance on a needs basis.

In contrast to unemployment insurance, the qualifying-period requirement and the duration for which sickness benefits are granted have not undergone any significant changes since the adoption of the original health insurance law in 1911. The worker is eligible to reduced cash benefits during sickness after he has been insured for 26 weeks; the full amount is paid after 104 weekly contributions. He receives these benefits for 26 weeks in a year, after which he is shifted to invalidity benefits at a reduced rate until he recovers, reaches age 65, or dies.

In addition to fulfilling the qualifying-period requirement, a worker must be certified by the health insurance physician as being "incapable of work by some specific disease or by bodily or mental disablement" before he can receive sickness benefits. Because of the different nature of unemployment, the conditions for the receipt of unemployment benefits have always been fundamentally distinct from those governing health insurance and have no relation to the latter. The main condition for the receipt of unemployment benefits is that the worker must be "capable of and available for work."

Many of the disqualifications for the receipt of either sickness or unemployment benefits are sim-

ilar in intent if not in the actual wording of the law. These provisions are designed to prevent the worker from drawing benefits simultaneously under two different social insurance systems and to bar him from benefits while he is an inmate of a public institution.

A number of other disqualifying conditions are peculiar to unemployment insurance. The first of these is designed to prevent the use of unemployment insurance funds for the support of workers involved in a trade dispute. The second bars the worker from benefits for limited periods of time if he has lost his employment through misconduct or has left it voluntarily without good cause. Lastly, an unemployed worker is disqualified for benefits if he fails to apply for or accept a suitable job, or to carry out the instructions of the employment office, or if he has neglected to avail himself of a reasonable opportunity to obtain suitable employment.

The outstanding difference between the contributions levied under the two laws is that the rate of unemployment contributions has been changed almost every year since 1920, while the health insurance contributions have been revised only twice in the last 26 years. As the following tabulation shows, weekly unemployment insurance contributions for adult workers are now about double the health insurance contributions in spite of the fact that the latter cover the cost of temporary sickness as well as long-term invalidity, medical care, and other benefits in kind:

	Worker		Employer	
	Men	Women	Men	Women
Unemployment insurance...	9d.	8d.	9d.	8d.
Health insurance.....	4½d.	4d.	4½d.	4½d.

Under both systems the Government pays part of the costs. In health insurance the Government's share of the costs of benefits and administration is one-seventh in the case of men and one-fifth in the case of women. In unemployment insurance the Government pays one-third of the total cost of the insurance system. In addition, the Government assumes the entire cost of the unemployment assistance program.

Reasons for Dissimilarities

This brief survey of the two social insurance laws in Great Britain has covered the major changes effected in a quarter century of operation. Established in the same year, the two laws have diverged widely over the years. Though their coverage is practically identical and though

workers presumably need the same amount of cash benefits to maintain themselves and their families, the present unemployment insurance law provides far more generous cash benefits than does the health insurance law. The Royal Commission which investigated the health insurance system in 1926 came to the conclusion that the differentiation in benefit rates was unjust:

It is difficult, in our opinion, to justify a less generous provision for the invalid than for the man in good health, whose circumstances certainly involve smaller expenditure. It is equally difficult to justify the existence of two State schemes side by side, one of which recognizes the needs of dependents and the other does not, in circumstances of hardship closely similar. Both schemes are designed to alleviate the distress arising from the cessation of income due to causes beyond the worker's control, and the question whether these causes are to be sought in ill-health or in the failure of employment has no bearing on the needs of dependents.

Why has the health insurance law remained relatively static while the unemployment insurance law has been so rapidly and consistently liberalized? At least three reasons may be advanced for this disparity: (1) the different financial bases on which they are established; (2) the different administrative principles on which they operate; (3) the different roles which voluntary insurance plays in the two programs.

Considering the widely dissimilar financial bases of the two insurance systems, it would perhaps be surprising if one program had paralleled the other in the extension and liberalization of benefits. Unemployment insurance is financed from a national pool—a single fund into which all contributions are paid and from which all benefits are disbursed. The risk of wage loss during sickness, practically speaking, is pooled only for the members of each approved society.

The administrative bases of the two systems are fundamentally different. Most of the workers covered by unemployment insurance receive their benefits directly from Government agencies. Before the introduction of compulsory health insurance, numerous voluntary mutual insurance associations of workers (friendly societies) operated in Great Britain to protect their members in times of sickness. When health insurance was made compulsory in 1911, it was decided to preserve the friendly societies, and they were made the basis for the operation of the new national program. Sickness benefits are paid out by 859 different societies, which have retained a large degree of autonomy

under the law. Many of the societies can increase the benefits for their members out of their disposable surpluses. A recent estimate puts the number of workers who are entitled to such increased cash benefits at 8½ million, or about one-half of all workers covered by compulsory health insurance. The workers thus look to their societies, rather than to Parliament, for increase in benefits above the legal minimum.

The law has not destroyed or replaced the extensive network of voluntary insurance. Many of the approved societies, in addition to their official functions, continue to sell voluntary sickness insurance to their members. At the present time the voluntary membership of the societies is over 8 million individuals, a large proportion of whom insure for voluntary cash benefits during sickness. Often the cash benefits paid under voluntary insurance are as great as or greater than those under the compulsory health insurance system. Compulsory insurance merely guarantees that sickness benefits shall never fall below the level fixed in the law. Admittedly the statutory benefits are insufficient to maintain the worker during illness. However, instead of liberalizing the law, British policy has left the supplementation of the statutory benefits to voluntary effort.

Perhaps in the preservation of the voluntary aspects of the health insurance program lies the most important explanation of the differences between the two systems. The approved society system was adopted for the administration of health insurance not only because it provided an existing machinery but also because the Government desired to preserve and encourage the voluntary efforts of the workers to acquire protection against sickness. The opportunities to insure voluntarily against the risk of unemployment have

always been limited and have been still further restricted in the period since the World War, when trade-unions and friendly societies found it increasingly difficult to pay benefits to their members during unemployment. Workers are thus entirely dependent upon the provisions made by law and cannot buy added protection on their own initiative. Only through legislative action could they be assured of more adequate protection during unemployment than that afforded by the original unemployment insurance law.

The history of the two laws indicates that workers as a group have been active and successful in bringing about a liberalization of the unemployment insurance law. The influence of labor as an organized group is not as clearly seen in the field of health insurance. Here the workers lack the unity of purpose and approach which is observed in the field of unemployment insurance. Undoubtedly the large group of workers who are eligible for an increase in sickness benefits or who are insured voluntarily against sickness do not demand liberalization of the law as vigorously as the less fortunate members of the working population not in receipt of this added protection. Moreover, increasing the minimum cash benefits in health insurance would reduce the necessity for voluntary insurance. Therefore it would affect adversely the private activities of the societies in selling voluntary insurance. Hence the interest of the societies may have been at variance with whatever demands the workers have made for increased benefits under the law. The societies, standing between the workers and the Government, may have acted as buffers absorbing or forestalling the pressure for more liberal cash benefits which might otherwise have developed in health insurance.

UNEMPLOYMENT COMPENSATION

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF UNEMPLOYMENT COMPENSATION RESEARCH

REVIEW OF THE MONTH

Aggregate benefit payments amounted to almost \$40 million in June, representing an increase for the third successive month and bringing the total amount paid out during the first 6 months of the year to approximately \$180 million. The increase in June was due mainly to the larger amounts of payments made in California, Massachusetts, and Pennsylvania. Fairly substantial increases also occurred in Connecticut, Tennessee, Texas, Virginia, and Wisconsin. Of the 11 States showing decreases, the largest reduction occurred in New York, where a 26-percent decline amounting to \$3.6 million was reported from the preceding month. Relatively large percentage decreases were reported by Arizona, Minnesota, Oregon, Rhode Island, Utah, and Vermont. These ranged from 15 percent for Rhode Island to 26 percent for Minnesota.

The total number of initial claims filed in June for total and partial benefits in the 23 States reporting for both months decreased slightly from May. The largest declines were reported by New York, North Carolina, Pennsylvania, Tennessee, and West Virginia. Decreases of more than 10 percent occurred in Alabama, Arizona, Rhode Island, Vermont, and Virginia. In part, these declines reflect a falling off in the number of claims filed against lag-quarter credits, which were received by most agencies in April and May. Considerably larger volumes of initial claims were reported by California, Maryland, Utah, and four New England States. These increases ranged from more than 5 percent in Connecticut to 48 percent in Utah.

In the group of States for which data are available, there was an increase in the number of continued claims filed in June for both total and partial unemployment. Increases of more than 20 percent in continued claims filed for total unemployment occurred in Massachusetts, Mississippi, and Pennsylvania; declines ranging from 10 percent to 20 percent occurred in Arizona, Connecticut, Maine, Minnesota, Rhode Island, and West Virginia. Eleven of the fifteen States for which data on continued claims for partial unemployment are available reported increases.

Contributions deposited by the State agencies in their clearing accounts in June amounted to more than \$28.1 million. Of this amount, about \$20.2 million was deposited by the benefit-paying States. Benefits charged against State benefit-payment accounts of these 24 States and the District of Columbia amounted to nearly \$40 million in June. During the period January-June 1938 the benefit-paying States deposited contributions amounting to \$209.7 million¹ and paid out approximately \$179.2 million in benefits.

Applicants placed in jobs by the Employment Service totaled 246,285 in June which, on the basis of working days, represented a slight decrease from the preceding month.

Relation of Benefit Payments to Contributions

With this issue of the Bulletin there appears for the first time a table which compares benefit payments made with contributions received by State agencies. Column 3 shows the total amount of funds available for benefits at the end of the month and represents the sum of the balances in the States' clearing and benefit-payment accounts and their accounts in the unemployment trust fund. The index (column 5) is designed to show the level of funds available for benefits in relation to that amount which was available as of the end of the month prior to that in which benefits were first payable by the State agencies. A level above 100, therefore, indicates that contributions received since benefits were first payable have exceeded benefit payments and that an addition has been made to the original reserve which the agency had prior to the acceptance of claims. In the case of States on a quarterly collection basis, the level of the index may change markedly from one month to the next, because of the uneven flow of collections. (In most States contributions are not due until 30 days following the period to which such contributions apply.) As a result, receipts in interim months will necessarily be small in relation to benefit payments during those months. The

¹ 13 benefit-paying States are on a quarterly contribution collection basis. Hence, contributions due on the pay rolls for the second quarter of 1938 will not be collected until July and August.

Table 1.—Status of State unemployment compensation funds: Total funds available for benefit payments, contributions collected, interest credited, benefits charged, and ratios of benefits charged to contributions collected since benefits were first payable, and to cumulative collections and interest, as of June 30, 1938

[Data reported by State agencies,¹ corrected to Aug. 3, 1938]

[In thousands of dollars]

State	Month and year benefits first payable	Total funds available for benefits as of June 30, 1938			Cumulative collections and interest credited as of June 30, 1938			Benefits charged to State accounts				Ratio of benefits charged—	
		Amount ¹ (3)	Percentage change from May 31, 1938 (4)	Index ² (5)	Total col- lections and in- terest (6)	Collec- tions ⁴ (7)	Interest ⁵ (8)	January- June 1938 (9)	May 1938 (10)	June 1938		To con- tributions collected since ben- efits first payable (Percent) (13)	To cumu- lative col- lections and in- terest (Percent) (14)
										Amount (11)	Percentage change from May (12)		
(1)	(2)												
Total.....		\$508,680	-3.0	106.5	\$692,787	\$679,998	\$12,789	\$179,230	\$38,485	\$38,345	+2.2	87.5	25.9
States on monthly contribu- tion basis, total.....		220,519	+6	108.7	307,707	301,717	5,990	84,039	21,083	17,877	-15.2	84.8	-27.3
District of Columbia.....	January 1938.....	8,332	+4.4	141.4	9,144	8,956	188	811	190	179	-5.8	25.6	8.9
Louisiana.....	do.....	10,492	+2.8	137.8	12,152	11,951	201	1,500	400	430	+7.5	34.2	12.3
Mississippi.....	April 1938.....	3,152	0	108.7	3,509	3,444	65	339	122	201	+64.8	59.1	9.7
New Hampshire.....	January 1938.....	3,911	-2.4	92.6	5,891	5,487	104	1,658	316	321	+1.6	127.8	29.7
New York.....	do.....	106,501	+8	108.9	154,107	151,259	2,848	47,348	13,905	10,717	-22.9	86.9	30.7
North Carolina.....	do.....	9,345	-3.9	99.8	14,170	13,931	239	4,760	1,200	1,134	-5.5	102.6	33.6
Oregon.....	do.....	4,853	-1.3	83.3	8,722	8,563	159	3,839	730	646	-25.2	137.0	44.0
Rhode Island.....	do.....	5,448	-2.7	68.6	11,922	11,729	193	6,441	976	775	-20.6	165.0	54.0
Texas.....	do.....	26,848	+3.6	136.6	30,725	30,189	536	3,705	799	928	+16.1	34.6	12.1
Vermont.....	do.....	1,557	+6.5	110.3	2,105	2,071	34	546	79	63	-20.3	80.8	25.9
West Virginia.....	do.....	6,614	-13.4	65.2	14,020	14,420	200	7,064	1,714	1,782	+4.0	184.1	54.5
Wisconsin.....	July 1938.....	33,465	+1.6	111.1	40,940	39,717	1,223	5,128	1,652	1,801	+22.9	63.1	18.1
States on quarterly contribu- tion basis, total.....		288,161	-5.6	104.9	385,080	378,281	6,799	95,191	17,402	21,408	+23.4	90.1	24.7
Alabama.....	January 1938.....	7,745	-10.9	88.1	11,767	11,559	208	3,967	950	974	+2.5	140.3	33.7
Arizona.....	do.....	1,830	-7.6	91.4	2,803	2,759	44	961	212	169	-20.3	125.1	34.3
California.....	do.....	82,898	-2.8	124.1	93,292	91,549	1,713	9,883	2,169	2,561	+18.1	39.2	10.6
Connecticut.....	do.....	13,453	-8.3	88.4	21,002	20,647	355	7,548	1,074	1,286	+19.7	136.4	35.9
Indiana.....	do.....	27,550	-3.9	102.3	29,753	29,065	688	2,012	482	1,529	+217.2	81.1	6.8
Maine.....	January 1938.....	2,443	-18.9	65.3	5,060	4,967	83	2,590	601	576	-4.2	206.7	51.3
Maryland.....	do.....	8,036	-12.2	88.7	13,844	13,645	199	5,755	1,194	1,149	-3.8	122.9	41.6
Massachusetts.....	do.....	46,083	-5.6	110.9	59,178	58,120	1,038	12,848	2,085	2,877	+38.0	76.1	21.7
Minnesota.....	do.....	12,207	-5.9	102.9	17,139	16,878	261	4,862	1,202	901	-25.0	95.8	28.4
Missouri.....	do.....	67,471	-6.3	96.2	105,230	103,478	1,752	37,282	5,928	7,979	+34.6	110.2	35.4
Pennsylvania.....	do.....	7,224	-7.0	93.4	10,615	10,439	176	3,344	726	566	-22.0	121.5	31.5
Tennessee.....	do.....	1,861	-10.2	73.1	3,405	3,347	58	1,530	279	218	-21.9	186.8	44.9
Utah.....	do.....	9,354	-6.5	112.4	12,032	11,828	204	2,609	500	683	+36.6	73.4	21.7

¹ All data reported by State agencies on Form UC-207, except "interest." Interest earned on funds in State accounts in the unemployment trust fund is credited by the U. S. Treasury in the last month of each quarter.

² Represents sum of balances at the end of the month in State clearing account and benefit-payment account and unemployment trust fund account maintained in the U. S. Treasury.

³ For all States the index is based upon the funds available for benefits as of the end of the month prior to that in which benefits were first payable, except for Wisconsin; for this State, the index is based upon the funds available as of Dec. 31, 1937.

⁴ Includes contributions, plus penalties and interest collected from employers.

⁵ Does not include benefits approximating \$2,263,000 from July 1936 through December 1937. This amount, however, is included in computation of the ratio shown in the last column.

⁶ For Wisconsin, contributions and benefit payments are cumulated since Jan. 1, 1938, instead of July 1, 1936, when claims were first taken.

ratio between benefits charged and contributions deposited since the month in which claims were first accepted is shown directly in column 13. Column 14 shows the ratio of benefits charged to cumulative collections of contributions plus interest earned on such funds.

It will be seen that a number of States on a monthly collection basis have had benefit payments in excess of contributions collected since benefits were first payable. In Rhode Island and West Virginia \$1.65 and \$1.84, respectively, were paid out for every dollar received since January 1, 1938. A number of States on a quarterly collection basis also paid out more in benefits than they received in contributions from January through June 1938. However, the collections that will be received by these States during July and August on pay rolls for the second quarter of 1938 will probably modify this relation considerably. Over the period January-June 1938, benefit-paying States as a group have added about 6.5 percent to the original reserve which they had available for benefits on the day on which benefits were first payable, at which time most States had about 22 months' contributions on hand. For States on a monthly collection basis, the average addition to the reserves was 8.7 percent as of June 30, 1938. States on a quarterly collection basis had added 4.9 percent to their original reserves as of the close of June, notwithstanding the fact that they will not receive contributions due for the second quarter until July and August. Of the States on a monthly collection basis, marked reductions in the original reserve have occurred in New Hampshire and Oregon, as well as in Rhode Island and West Virginia. On the other hand, the District of Columbia, Louisiana, Texas, and Wisconsin have made substantial additions to their original reserve, ranging from 11 percent to 41 percent. It should be recognized that no State agency could have paid benefits for more than 1 week in the first month in which payments were due and that California, because of a 4-week waiting period, paid no benefits in January.

Estimates of Coverage

The information in table 2 presents coverage figures based on estimates submitted by the State agencies as to the number of employers subject to the respective State laws and the total number of workers who had been engaged in covered employment at some time during the

preceding 15 months and whose wages were therefore subject to contributions. These estimates of numbers of workers are based on rough counts of wage records, reported in most cases quarterly. Where wages reported by employers are posted to ledgers for individual workers, the count can be fairly accurate except for duplications resulting from the possession by a worker of more than one social security account number. Where wages are reported on slips which are then filed and no ledger maintained, only the number of slips received each quarter is known, and allowance is made in the estimate for receipt of more

Table 2.—Estimated number of subject employers and number of workers with wage credits under State unemployment compensation systems,¹ as of May 30, 1938

State	Size-of-firm inclusion	Number of employers	Number of workers
Total.....		668, 166	27, 602, 000
Alabama.....	8 or more.....	4, 100	325, 000
Alaska.....	do.....	500	23, 000
Arizona.....	3 or more.....	3, 100	78, 000
Arkansas.....	1 or more.....	14, 900	155, 000
California.....	4 or more.....	38, 000	1, 700, 000
Colorado.....	8 or more.....	4, 300	200, 000
Connecticut.....	5 or more.....	8, 300	485, 000
Delaware.....	1 or more.....	4, 800	63, 000
District of Columbia.....	do.....	14, 900	145, 000
Florida.....	8 or more.....	4, 400	255, 000
Georgia.....	do.....	6, 600	375, 000
Hawaii.....	1 or more.....	3, 900	119, 000
Idaho.....	do.....	8, 000	110, 000
Illinois.....	8 or more.....	27, 266	1, 620, 000
Indiana.....	do.....	9, 000	838, 000
Iowa.....	do.....	5, 900	310, 000
Kansas.....	do.....	4, 300	225, 000
Kentucky.....	4 or more.....	7, 400	380, 000
Louisiana.....	8 or more.....	6, 700	412, 000
Maine.....	do.....	2, 900	240, 000
Maryland.....	do ²	5, 700	375, 000
Massachusetts.....	do.....	17, 500	1, 332, 000
Michigan.....	do.....	15, 800	1, 300, 000
Minnesota.....	1 or more.....	40, 600	567, 000
Mississippi.....	8 or more.....	3, 000	180, 000
Missouri.....	do.....	10, 600	650, 000
Montana.....	1 or more.....	8, 600	90, 000
Nebraska.....	8 or more.....	3, 300	120, 000
Nevada.....	1 or more.....	2, 500	30, 000
New Hampshire.....	4 or more.....	3, 000	125, 000
New Jersey.....	8 or more.....	14, 800	1, 000, 000
New Mexico.....	4 or more.....	2, 000	70, 000
New York.....	do.....	97, 600	4, 000, 000
North Carolina.....	8 or more.....	6, 800	700, 000
North Dakota.....	do.....	1, 100	44, 000
Ohio.....	3 or more.....	44, 400	1, 720, 000
Oklahoma.....	8 or more.....	5, 100	324, 000
Oregon.....	4 or more.....	7, 400	225, 000
Pennsylvania.....	1 or more.....	139, 300	3, 100, 000
Rhode Island.....	4 or more.....	5, 500	226, 000
South Carolina.....	8 or more.....	3, 500	292, 000
South Dakota.....	do.....	1, 200	45, 000
Tennessee.....	do.....	4, 500	450, 000
Texas.....	do.....	13, 300	800, 000
Utah.....	4 or more.....	2, 500	90, 000
Vermont.....	8 or more.....	1, 100	70, 000
Virginia.....	do.....	5, 800	450, 000
Washington.....	do.....	6, 400	300, 000
West Virginia.....	do.....	3, 300	350, 000
Wisconsin.....	7 or more.....	7, 900	500, 000
Wyoming.....	1 or more.....	4, 800	49, 000

¹ Based on data reported by State agencies. The estimates are preliminary and subject to revision.

² Beginning in 1938, the size-of-firm inclusion was lowered from a basis of 8 or more to a basis of 4 or more employees. Data shown relate to 1937.

than one slip for workers employed by several employers during the quarter.

The number of workers with wage credits approximates the number of individuals who represent potential benefit claimants. Not all workers

with wage credits, however, will be eligible for benefits since there will be cases in which earnings in the base period are insufficient to satisfy the eligibility provision of the State law. This is particularly true of workers who entered covered

Table 3.—Unemployment compensation: Contributions deposited in State clearing account, deposits in State benefit account, benefits charged to State benefit account,¹ and net balance in unemployment trust fund,² by States, as of June 30, 1938

State	Contributions deposited in State clearing account ³		Deposits in State benefit-payment account ⁴		Benefits charged to State benefit-payment account ⁵		Net balance in unemployment trust fund as of June 30, 1938 ⁶
	January-June	June	January-June	June	January-June	June	
Total for States reporting.....	\$379,534,630	\$28,112,492	\$193,420,000	\$38,310,000	\$179,231,567	\$39,302,881	\$381,868,479
Alabama.....	2,828,250	28,764	4,250,000	750,000	3,967,459	974,198	7,474,091
Alaska.....	161,635	1,411					502,582
Arizona.....	767,892	17,541	1,200,000	200,000	951,142	168,609	1,585,311
Arkansas.....	1,094,710	16,038					3,615,757
California.....	25,217,198	143,368	12,200,000	1,800,000	9,883,245	2,530,611	80,674,426
Colorado.....	1,678,546	20,980					6,455,024
Connecticut.....	5,534,204	66,317	7,750,000	500,000	7,548,296	1,285,587	12,658,171
Delaware.....	1,064,192	7,765					2,825,400
District of Columbia.....	3,166,020	484,737	825,000	175,000	511,439	170,218	8,022,634
Florida.....	2,581,042	22,598					7,053,828
Georgia.....	4,369,744	589,443					10,859,098
Hawaii.....	848,728	92,813					2,164,616
Idaho.....	651,590	10,459					2,545,097
Illinois.....	63,763,004	434,477					84,778,436
Indiana.....	6,872,747	419,334	2,500,000	1,700,000	2,012,242	1,528,573	27,239,223
Iowa.....	2,715,307	25,302					9,919,723
Kansas.....	1,878,635	20,310					7,201,076
Kentucky.....	3,859,810	92,742					13,411,508
Louisiana.....	4,391,763	716,759	1,500,000	250,000	1,499,948	430,048	9,726,119
Maine.....	1,253,235	7,081	2,700,000	400,000	2,590,411	575,771	2,283,318
Maryland.....	4,682,793	40,025	6,300,000	1,500,000	5,755,081	1,149,297	6,698,883
Massachusetts.....	16,882,310	130,404	15,000,000	2,000,000	12,847,618	2,876,786	44,038,076
Michigan.....	19,177,296	3,321,964					62,033,523
Minnesota.....	5,077,140	118,160	5,000,000	500,000	4,862,459	901,081	11,161,419
Mississippi.....	1,127,529	201,458	450,000	50,000	338,607	201,407	2,657,293
Missouri.....	17,961,479	74,533					24,242,698
Montana.....	909,722	8,837					3,083,734
Nebraska.....	1,740,668	9,465					4,838,959
Nevada.....	288,420	2,241					1,041,031
New Hampshire.....	1,297,132	224,474	2,070,000	260,000	1,637,537	320,764	3,371,473
New Jersey.....	14,210,640	1,172,534					44,533,937
New Mexico.....	459,146	5,535					1,667,861
New York.....	54,498,647	11,186,993	50,000,000	10,000,000	47,348,213	10,717,199	99,647,681
North Carolina.....	4,641,474	736,949	5,575,000	1,875,000	4,760,430	1,133,830	8,438,923
North Dakota.....	462,456	84,050					1,276,252
Ohio.....	19,406,780	178,696					70,395,645
Oklahoma.....	3,319,552	604,028					9,764,592
Oregon.....	2,803,191	482,968	4,000,000	450,000	3,839,363	546,039	4,655,568
Pennsylvania.....	33,541,575	445,953	38,500,000	9,000,000	37,281,559	7,978,734	66,553,927
Rhode Island.....	3,903,520	626,856	6,800,000	1,000,000	6,440,553	774,999	5,067,824
South Carolina.....	1,932,901	301,916					6,145,797
South Dakota.....	356,814	4,788					1,367,040
Tennessee.....	2,752,659	28,049	3,500,000	500,000	3,344,421	565,693	7,090,452
Texas.....	10,694,892	1,865,028	3,900,000	800,000	3,704,620	928,129	25,731,494
Utah.....	819,054	7,206	1,725,000	300,000	1,530,227	217,647	1,635,888
Vermont.....	676,167	10,146	575,000	50,000	545,676	63,250	1,388,645
Virginia.....	3,556,385	30,329	2,950,000	950,000	2,609,029	682,965	9,029,490
Washington.....	4,481,681	767,307					13,110,347
West Virginia.....	4,327,182	730,236	8,600,000	2,400,000	7,964,172	1,781,870	5,297,038
Wisconsin.....	8,124,941	1,312,490	5,550,000	900,000	5,127,500	760,606	33,273,614
Wyoming.....	421,903	6,144					1,650,237

¹ Data reported by State unemployment compensation agencies on Form UC-207, corrected to July 29, 1938.

² From U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

³ Includes contributions, interest, and penalties received from employers and deposited during the specified period in the clearing account of the State agency. The following States are on a monthly collection basis: District of Columbia, Georgia, Hawaii, Louisiana, Michigan, Mississippi, New Hampshire, New York, North Carolina, North Dakota, Oklahoma, Oregon, Rhode Island, South Carolina, Texas, Vermont, Washington, West Virginia, and Wisconsin. The remaining States collect contributions quarterly, except Indiana, Missouri, and New Jersey, where either monthly or quarterly contributions may be made. Quarterly collections are made during January, April, July, and October; deposits in other months represent delinquent collections or delayed deposits.

⁴ Funds withdrawn by the States from the unemployment trust fund for benefit payments. Because of the lapse of time required for transfer, this figure may differ from that reported by the Treasury Department for withdrawals from the unemployment trust fund.

⁵ Represents benefits actually charged to the State benefit-payment account; because of the time which may elapse between the issuance of a check and the charging of the payment to the State benefit-payment account; this figure may differ from that in table 5 for amount of benefit payments made during the month.

⁶ Includes earnings credited quarterly, as shown in detail in the unemployment trust fund table, p. 82.

⁷ Includes \$40,054 in benefits charged in Wisconsin in January, April, and May, not previously reported.

⁸ Includes \$40,561,886 credited by the U. S. Treasury to the unemployment trust funds of 13 States and 2 Territories which had no law in 1936, but which enacted a State unemployment compensation law during 1937.

⁹ Includes collections on pay rolls for entire year 1937.

¹⁰ Preliminary, subject to revision.

¹¹ Benefits paid, as reported on Form UC-216.

employment for short spells of employment; many such workers will be found in States in which part of the industrial labor reserve is composed of labor ordinarily engaged in agriculture. In this sense, therefore, all workers covered by unemployment compensation laws are not necessarily "insured" against loss of earnings during periods of unemployment, since the earnings derived from covered employment prior to the date a worker became unemployed may have been insufficient to meet the eligibility requirements.

The figures presented in this table should not be confused with those presented on page 30 of the March issue of the Bulletin. The latter estimates included only those workers who were on the pay rolls in covered employment as of the fifteenth of the month to which the estimate related. The figures shown in this table, however, represent the number of workers who may have been engaged in covered employment at any time during the base

period and have consequently established some wage credits with the State unemployment compensation agencies.

Three New Benefit-Paying States

Reports from the 3 States in which benefits became payable in July indicate a marked contrast to the January experience of the 21 States and the District of Columbia which reached the corresponding stage in that month. Although conclusions can in no sense be drawn from 2 weeks' experience, it seems definite that the critical emergency aspects of the early benefit-paying period were absent in these three States during July.

More adequate preparation of the State unemployment compensation agencies found them ready to deal with an expected volume of claims in excess of those actually received. Experience in other benefit-paying States during the first 6

Table 4.—Unemployment compensation: Claims for benefits, by States, May and June 1938

[Data reported by State agencies,¹ corrected to Aug. 2, 1938]

State	Number of initial claims filed ²						Number of continued claims filed ³					
	All claims		Total unemployment ⁴		Partial unemployment ⁵		All claims		Total unemployment ⁴		Partial unemployment ⁵	
	May	June	May	June	May	June	May	June	May	June	May	June
Alabama.....	18,263	16,438	13,275	12,285	4,988	4,153	167,603	172,207	131,464	127,377	36,139	44,830
Arizona.....	2,474	2,090	2,474	2,090	0	0	21,914	18,328	21,914	18,328	0	0
California.....	41,457	46,452	39,554	44,397	1,903	2,055	388,666	367,017	385,755	361,566	2,911	5,451
Connecticut.....	30,358	31,984	(⁶)	(⁶)	(⁶)	(⁶)	203,002	187,351	155,688	133,479	47,314	48,872
District of Columbia.....	2,310	2,355	2,286	2,325	24	30	33,775	32,874	26,041	25,626	7,734	7,249
Indiana.....	33,246	(⁶)	19,376	(⁶)	13,870	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)
Louisiana.....	12,616	12,620	(⁶)	(⁶)	(⁶)	(⁶)	76,119	84,994	28,990	31,960	47,129	53,034
Maine.....	9,364	13,618	3,735	4,008	5,629	9,610	84,222	78,194	61,909	49,106	22,313	29,088
Maryland.....	28,489	32,441	24,283	28,719	4,206	3,722	187,112	181,990	137,098	131,288	50,014	50,702
Massachusetts.....	41,200	56,814	41,200	56,814	(⁶)	(⁶)	310,904	389,437	310,904	389,437	(⁶)	(⁶)
Minnesota.....	10,744	10,660	10,744	10,660	0	0	107,706	86,806	107,706	86,806	0	0
Mississippi.....	7,108	7,915	7,108	7,915	(⁶)	(⁶)	38,726	52,105	38,726	52,105	(⁶)	(⁶)
New Hampshire.....	10,185	12,439	6,939	9,186	3,246	3,253	53,801	59,087	40,114	43,427	13,687	15,660
New York.....	237,065	230,457	237,065	230,457	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)	(⁶)
North Carolina.....	34,306	26,369	23,733	18,258	10,573	8,111	(⁶)	383,894	(⁶)	(⁶)	(⁶)	(⁶)
Oregon.....	8,566	7,878	8,366	7,593	200	285	75,037	74,813	(⁶)	(⁶)	(⁶)	(⁶)
Pennsylvania.....	84,478	71,860	84,478	71,860	(⁶)	(⁶)	769,780	931,412	769,780	931,412	(⁶)	(⁶)
Rhode Island.....	13,776	11,653	8,009	7,424	5,767	4,229	171,375	162,969	108,069	95,002	63,276	67,967
Tennessee.....	23,253	14,599	12,590	11,161	10,663	3,438	237,757	196,936	170,523	158,305	67,234	38,631
Texas.....	26,741	26,065	25,309	24,793	1,432	1,272	169,930	173,044	(⁶)	(⁶)	(⁶)	(⁶)
Utah.....	4,434	6,554	3,953	6,129	481	425	30,972	(⁶)	29,364	(⁶)	1,608	(⁶)
Vermont.....	2,358	2,062	2,031	1,535	327	527	13,266	12,234	9,397	8,296	3,869	3,938
Virginia.....	17,439	13,749	9,787	9,487	7,652	4,262	87,987	132,267	68,978	76,632	19,009	55,635
West Virginia.....	15,759	10,243	9,206	7,290	6,553	3,013	314,412	302,975	215,278	186,638	99,134	116,337
Wisconsin.....	(⁷)	(⁷)	19,677	20,758	(⁷)	(⁷)	(⁷)	(⁷)	96,016	97,784	(⁷)	(⁷)

¹ Data reported by State agencies on Form UC-214; by Aug. 2, 1938, the report for June had not been received from Indiana.

² Number of claims filed in local offices or directly with central offices. An initial claim is a first application for benefits in a period of unemployment; a continued claim is a claim repeated weekly, following the filing of an initial claim, during a period of unemployment. Some States, however, do not immediately disallow a claim if a worker fails to report to the local office for 1 to 4 weeks after filing his initial claim; a claim filed after such a period is considered a continued claim, although the intervening weeks are not compensable. In a few States, only the first claim made by a worker during a benefit year is considered an initial claim; all other claims during that year are considered continued claims.

³ Total and partial unemployment are used as defined in the State laws or by the State unemployment compensation agencies. In all States a week of no earnings is a week of total unemployment. Various types of partial unemployment may be distinguished: (1) partial unemployment during a period of employment with the usual employer; (2) partial unemployment during a period of compensable total unemployment (odd-job earnings); and (3) partial unemployment during a period of employment in a part-time job. All State agencies will consider unemployment of the first type as giving rise to claims and payments for partial unemployment benefits. Claims and payments for unemployment of the second and third types, however, may be designated as partial in some States and as total in others. Moreover, a worker may file a claim for total unemployment but later report odd-job earnings for the week; in this case his claim would be counted as a claim for total unemployment, but the payment might be counted as a payment for partial unemployment.

⁴ Break-down of claims for benefits for total unemployment and for partial unemployment is not available.

⁵ Data not reported.

⁶ No provision in State law for payment of benefits for partial unemployment.

⁷ Figures on claims for partial unemployment are not available; hence totals for all claims are not ascertainable.

⁸ Data for partial unemployment shown in this table in the July Bulletin represented individuals instead of total claims filed by individuals for partial unemployment; hence those figures were not comparable with data for other States.

months of the year provided an essential basis for more effective planning in advance of the benefit-paying date. Personnel in the central and local employment offices were inducted in sufficient time to receive training prior to July 1. Equipment and premises were carefully estimated and provided.

Reports as to the issuance of checks are not yet available. Data as to claims and determinations are, of course, still tentative. However, it is anticipated that the payment of benefits in these States will proceed with satisfactory promptness.

Iowa.—By July 16, a total of 16,954 initial claims, practically all those received in local offices through the preceding day, had been received in the central office. Benefit determinations had been made on 15,438 of the 15,850 wage transcripts completed by that date. The determinations showed that 11,485 workers would be eligible for benefits, provided the waiting-period requirements were met. A total of 10,375 prepunched pay-order cards, which represent the

continued claim form, had been mailed to local offices. Of the 3,953 workers tentatively declared ineligible, there were 2,736 who had insufficient or no wage credits.

By the end of the second week in July, benefit determinations were being completed for claims received in the central office on the preceding day. This satisfactory record was due, in part, to the completion of posting wage records prior to July 1, and was made in spite of the delay encountered in obtaining a competent staff. The agency delayed the appointment of its benefit personnel until selection could be made from merit lists which were not available until after June 15.

Michigan.—By July 18 the central office had received 224,213 of the 234,024 initial claims filed in local offices. A total of 189,400 determinations had been completed with 34,813 still in process. The completed determinations showed that 176,236 workers would be eligible for benefits, provided the waiting-period requirements were met; while 13,164 claims were denied.

Table 5.—Unemployment compensation: Number and amount of benefit payments, by States, May and June 1938

[Data reported by State agencies,¹ corrected to Aug. 2, 1938]

State	Number of benefit payments issued ¹						Amount of benefit payments					
	All payments		Total unemployment ²		Partial unemployment ²		All payments		Total unemployment ²		Partial unemployment ²	
	May	June	May	June	May	June	May	June	May	June	May	June
Alabama.....	142,192	140,316	107,215	101,959	34,977	38,357	\$949,901	\$974,198	\$785,494	\$794,859	\$164,407	\$179,339
Arizona.....	18,147	14,643	18,147	14,643	0	0	211,517	168,609	211,517	168,609	0	0
California.....	220,018	270,245	219,854	268,618	164	1,627	2,129,934	2,549,253	2,128,912	2,540,930	1,022	8,320
Connecticut.....	106,352	130,788	(³)	(³)	(³)	(³)	1,073,911	1,288,906	(³)	(³)	(³)	(³)
District of Columbia.....	21,694	20,533	19,094	18,255	2,600	2,278	190,381	178,523	175,381	165,259	15,000	13,264
Indiana.....	42,987	(³)	31,068	(³)	11,919	(³)	481,718	(³)	411,974	(³)	69,744	(³)
Louisiana.....	60,218	64,669	14,084	14,857	46,134	49,812	400,102	430,015	110,123	115,404	289,979	314,611
Maine.....	78,305	(³)	56,392	(³)	21,913	(³)	631,280	(³)	520,080	(³)	111,200	(³)
Maryland.....	121,086	118,373	(³)	(³)	(³)	(³)	1,194,378	1,149,293	(³)	(³)	(³)	(³)
Massachusetts.....	194,172	267,319	194,172	267,319	(³)	(³)	2,084,836	2,876,786	2,084,836	2,876,786	(³)	(³)
Minnesota.....	119,644	89,768	119,644	89,768	0	0	1,210,868	893,950	1,210,868	893,950	0	0
Mississippi.....	19,026	32,300	19,026	32,300	(³)	(³)	121,960	201,407	121,960	201,407	(³)	(³)
New Hampshire.....	37,421	36,751	30,735	29,324	6,686	7,427	315,553	320,702	282,028	280,318	33,525	40,384
New York.....	1,159,290	870,440	1,159,290	870,440	(³)	(³)	13,891,929	10,270,017	13,891,929	10,270,017	(³)	(³)
North Carolina.....	159,305	160,646	(³)	(³)	(³)	(³)	1,215,388	1,146,597	(³)	(³)	(³)	(³)
Oregon.....	66,347	50,583	55,009	41,012	11,338	9,571	731,211	546,806	658,412	496,266	72,799	60,540
Pennsylvania.....	493,211	770,943	493,211	770,943	(³)	(³)	5,631,572	8,463,256	5,631,572	8,463,256	(³)	(³)
Rhode Island.....	124,858	106,370	95,913	78,606	28,945	27,764	1,082,694	922,520	927,407	777,732	155,287	144,788
Tennessee.....	90,366	117,916	89,322	104,916	1,044	13,000	662,875	825,780	656,191	774,299	6,684	51,481
Texas.....	92,034	112,556	85,030	103,202	7,004	9,354	791,039	971,474	752,092	917,900	38,947	53,574
Utah.....	25,454	19,454	24,535	18,033	919	1,421	279,240	217,647	272,423	207,234	6,817	10,413
Vermont.....	9,360	7,985	7,582	5,910	1,778	2,075	79,127	63,250	69,956	54,327	9,171	8,922
Virginia.....	69,575	109,768	52,714	61,651	16,861	48,117	499,557	682,965	431,961	511,063	67,596	171,902
West Virginia.....	172,669	186,253	128,316	126,154	44,353	60,099	1,714,354	1,782,293	1,443,530	1,421,673	270,824	360,620
Wisconsin.....	65,812	82,255	58,164	71,714	7,648	10,541	627,053	804,180	593,132	758,593	33,921	45,587

¹ Data reported by State agencies on Form UC-216; by Aug. 2, 1938, reports for June had not been received from Indiana and Maine.

² A benefit payment is ordinarily issued for each week of compensable unemployment; in a few States, however, in order to expedite delayed payments of benefits to workers, checks covering payments for several compensable weeks are issued. Also, supplementary checks may be issued in cases requiring adjustments.

³ Total and partial unemployment are used as defined in the State laws or by the State unemployment compensation agencies. In all States a week of no earnings is a week of total unemployment. Various types of partial unemployment may be distinguished: (1) partial unemployment during a period of employment with the usual employer; (2) partial unemployment during a period of compensable total unemployment (odd-job earnings); and (3) partial unemployment during a period of employment in a part-time job. All State agencies will consider unemployment of the first type as giving rise to claims and payments for partial unemployment benefits. Claims and payments for unemployment of the second and third types, however, may be designated as partial in some States and as total in others. Moreover, a worker may file a claim for total unemployment but later report odd-job earnings for the week; in this case his claim would be counted as a claim for total unemployment, but the payment might be counted as a payment for partial unemployment.

⁴ Break-down for total unemployment and for partial unemployment is not available.

⁵ No provision in State law for payment of benefits for partial unemployment.

South Carolina.—The number of initial claims filed in this State has been unusually low. By July 20 a total of 5,226 had been received in the central office. Unemployment in textile mills in the State accounted for a major portion. The completion of initial determinations in South Carolina was delayed because of incomplete posting of wage records. The State is operating under

a law which requires "weekly hour—weekly earning" records. In anticipation of legislative amendments that would remove many of the administrative difficulties, the State agency did not process the wage records. After the legislature adjourned on May 7, 1938, without enacting the expected amendments, the processing of wage records was pressed forward.

STATE ACTIVITIES

Annual Report

The Second Annual Report of the New Hampshire Bureau of Labor, Unemployment Compensation Division, covering the year ended December 31, 1937, was issued recently. The report reviews the background of the New Hampshire unemployment compensation law of 1935 and of subsequent amendments. Additional information pertaining to 1936 and 1937 is included. An amendment which became effective on October 1, 1937, provided further simplification of record-keeping and eliminated employee contributions. Additional simplification of administration is anticipated, and studies are proposed of flat benefit rates with dependents' allowances and of the effect of the merit-rating provisions of the law upon the solvency of the fund. Tabular data of special interest include a comparison of 1936 and 1937 costs per dollar of contributions and a distribution of employers, employees, and earnings by industry for October 1937. Also included are graphic presentations of the trend of covered employment in New Hampshire during 1937 and changes in employment in six leading industries for the same period.

Legislative Amendments

The Louisiana unemployment compensation law was rewritten during June and signed by the Governor on July 2. Under the new law, the duration of benefits is based on previous wages earned, instead of previous weeks of employment. Benefits may vary from a flat minimum of \$4 to a maximum of \$18 per week and may be paid for as long as 18 weeks. Wyoming is the only other State with a maximum weekly benefit as high as \$18. The former law provided a waiting period of 4 weeks within 52 for total unemployment benefits, but required no waiting period for receipt of partial benefits. The amended law provides for a waiting period of 2 weeks of either partial or total

unemployment within 26 weeks before receipt of benefits. Coverage is broadened under the new law to include employers who have 4 or more persons in employment in each of 20 weeks, or 12 or more in each of 10 weeks, during a calendar year. The Governor is authorized to elect coverage for any department of the State government. Merit rating will begin on July 1, 1941, after which date minimum and maximum employers' contribution rates will be 1 percent and 3.6 percent, respectively. The new law also establishes a civil-service system for employees in the unemployment compensation and employment service divisions of the State Department of Labor.

An amendment to the Indiana unemployment compensation law, passed by both houses on July 29 and signed by the Governor on July 30, eliminated from the eligibility provisions of the State law, beginning August 15, 1938, the requirement that employees must have earned \$10 or more subsequent to March 31, 1938.

Expansion of State Employment Services

During June and July representatives of the States where benefits become payable in January 1939 conferred with the Bureau of Unemployment Compensation and the United States Employment Service on plans for the expansion of their employment services to meet unemployment compensation requirements. As a result, plans have been formulated for practically all these States and for New Mexico, where benefits will become payable in December 1938. It is expected that similar agreements will be reached for Colorado, Kentucky, New Jersey, and Washington in the near future. The State of Florida, whose employment service is not at present affiliated with the United States Employment Service, has not yet submitted a plan for expansion of the employment service to meet unemployment compensation needs, although this will be required when

Table 6.—Unemployment compensation: Number of benefit payments for total and partial unemployment, by amounts of benefit checks and by States, June 1938

[Data reported by State agencies,¹ corrected to Aug. 2, 1938]

State	Amounts of benefit checks											Number of benefit payments for total unemployment ¹											Average benefit pay- ment and over
	Total	Less than \$2.00	\$2.00 to \$2.99	\$3.00 to \$3.99	\$4.00 to \$4.99	\$5.00 to \$5.99	\$6.00 to \$6.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$9.00 to \$9.99	\$10.00 to \$10.99	\$11.00 to \$11.99	\$12.00 to \$12.99	\$13.00 to \$13.99	\$14.00 to \$14.99	\$15.00 to \$15.99	\$16.00 and over						
Number of benefit payments for total unemployment ¹																							
Alabama.....	101,959	3,175	2,604	7,622	8,015	9,229	11,059	12,678	9,472	10,690	7,117	5,149	3,480	2,239	2,027	6,917	.....	\$7.80				
Arizona.....	14,643	1,171	1,155	7,182	8,225	9,427	11,552	12,678	9,472	10,690	7,117	5,149	3,480	2,239	2,027	6,917	.....	11.51				
California.....	208,618	5,890	5,939	6,473	6,459	6,345	4,936	75,570	23,081	21,066	19,788	17,256	14,709	12,201	10,102	38,807	.....	9.46				
District of Columbia.....	18,265	257	306	817	1,524	1,751	1,797	1,568	1,493	1,225	1,096	817	685	565	532	3,087	6	9.05					
Louisiana.....	14,857	270	306	817	1,524	1,751	2,066	1,701	1,493	1,225	1,096	817	685	565	532	3,082	.....	7.77				
Massachusetts.....	207,319	1,416	1,486	1,833	3,137	12,500	15,019	21,085	29,317	28,794	27,238	22,085	18,249	16,450	13,853	62,246	\$ 248	10.76					
Minnesota.....	89,768	2,016	1,536	1,945	3,880	5,566	10,682	7,810	5,745	5,092	4,937	5,835	6,772	3,940	3,710	21,077	.....	9.96				
Mississippi.....	32,300	2,016	2,935	3,776	4,219	4,671	5,566	10,682	7,810	5,092	4,937	5,835	6,772	3,940	3,710	21,077	.....	10.76				
New Hampshire.....	29,324	634	374	436	422	486	468	3,988	3,616	3,068	3,040	2,632	2,201	1,755	1,245	1,987	.....	6.24				
Oregon.....	104,916	2,636	6,111	6,223	5,352	23,341	12,234	10,418	8,798	7,507	2,963	2,619	4,627	3,377	2,223	14,296	.....	9.56				
Tennessee.....	103,202	1,493	1,457	1,513	4,072	4,072	19,336	11,305	8,798	7,507	5,275	3,375	3,005	1,972	1,712	2,967	.....	11.86				
Texas.....	103,033	1,493	1,457	1,513	4,072	4,072	19,336	11,305	8,798	7,507	5,275	3,375	3,005	1,972	1,712	2,967	.....	7.38				
Utah.....	18,033	361	262	284	278	334	413	1,939	7,833	770	5,478	2,222	4,057	3,068	2,962	17,305	.....	8.89				
Vermont.....	5,910	149	82	90	108	163	505	1,027	731	712	628	402	321	194	1,204	5,569	.....	11.49				
Virginia.....	61,651	1,740	1,758	1,902	2,145	11,946	6,733	7,059	5,283	4,836	2,898	2,596	2,389	1,963	1,533	6,870	.....	9.19				
Wisconsin.....	71,714	674	1,568	1,242	1,146	2,232	2,534	4,715	5,194	5,705	11,229	5,341	5,954	4,929	4,388	14,893	.....	10.58				

Number of benefit payments for partial unemployment³

Alabama.....	38,357	5,551	6,188	6,231	6,356	3,787	3,102	2,219	1,756	1,201	775	503	309	180	123	64	32	\$4.05
California.....	1,627	175	257	268	1,066	1,277	222	208	73	59	32	26	9	15	36	18	10	5.12
District of Columbia.....	2,278	292	206	248	2,046	2,562	231	188	128	123	107	85	66	48	36	18	10	5.82
Louisiana.....	40,812	3,908	3,559	4,356	9,638	6,376	4,962	4,203	2,946	2,201	1,505	1,248	950	908	3,146	166	33	6.32
New Hampshire.....	7,427	781	865	898	931	800	696	591	455	434	310	225	102	110	73	63	33	5.44
Oregon.....	9,571	764	805	959	1,189	1,023	979	822	791	737	690	385	284	124	29	2	.....	6.33
Tennessee.....	13,000	26	4,428	3,022	2,253	1,124	655	455	236	88	63	21	16	11	2	.....	.....	3.96
Texas.....	9,354	67	1,564	1,383	1,383	1,057	782	693	491	422	361	355	255	197	6	.....	.....	6.73
Utah.....	1,421	126	77	132	170	106	121	111	107	161	49	25	14	8	7	.....	.....	7.33
Vermont.....	2,075	497	340	256	253	206	157	125	73	59	46	25	20	8	14	.....	.....	4.30
Virginia.....	48,117	11,320	12,065	7,891	6,802	2,896	1,939	1,260	1,245	1,138	512	181	122	49	14	.....	.....	3.37
Wisconsin.....	10,541	1,241	2,553	2,359	847	1,052	675	900	1,133	201	157	240	34	26	20	63	.....	4.32

¹ Data reported by State agencies on Form UC-216; by Aug. 2, 1938, reports had not been received from Indiana and Maine. The following States showed no distribution of payments for total and partial unemployment by amounts of benefit checks: Connecticut, Maryland, New York, North Carolina, Pennsylvania, Rhode Island, and West Virginia. Arizona and Minnesota made no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provision in State law for benefit payments for partial unemployment.

² Total and partial unemployment are used as defined in the State laws or by the State unemployment compensation agencies. In all States a week of no earnings is a week of total unemployment. Various types of partial unemployment may be distinguished: (1) partial unemployment during a period of employment in the usual employer; (2) partial unemployment during a period of considerable total unemployment (odd-job earnings); and (3) partial unemployment during a period of employment in a part-time job. All State agencies will consider unemployment of the first type in the rise to claims and payments for partial unemployment benefits. Claims and payments for unemployment of the second and third types, however, may be designated as partial in some States and total in others. Moreover, a worker may file a claim for total unemployment, but later report odd-job earnings for the week; in this case his claim would be counted as a claim for total unemployment, but the payment might be counted as a payment for partial unemployment.

³ Includes 616 supplementary payments totaling \$4,478 not shown in distribution by amounts of benefit checks.

⁴ State law provides for minimum weekly benefit of \$3 for total unemployment. Figures given for amounts less than \$5 represent checks issued for adjustments.

⁵ This figure includes 14 lump-sum payments totaling \$806; the remainder represents adjustment checks.

Table 7.—Unemployment compensation: Amounts of benefit payments for total and partial unemployment, by amounts of benefit checks and by States, June 1938

Table 7.—Unemployment compensation: Amounts of benefit payments for total and partial unemployment, by amounts of benefit checks and by States, June 1938

[Data reported by State agencies,¹ corrected to Aug. 2, 1938]

State	Amounts of benefit checks																Average benefit payment
	Total	Less than \$2.00	\$2.00 to \$2.99	\$3.00 to \$3.99	\$4.00 to \$4.99	\$5.00 to \$5.99	\$6.00 to \$6.99	\$7.00 to \$7.99	\$8.00 to \$8.99	\$9.00 to \$9.99	\$10.00 to \$10.99	\$11.00 to \$11.99	\$12.00 to \$12.99	\$13.00 to \$13.99	\$14.00 to \$14.99	\$15.00 to \$15.99		$16.00 and over
Amounts of benefit payments for total unemployment *																	
Alabama.....	\$794,859	\$3,900	\$6,106	\$25,052	\$34,475	\$48,813	\$69,269	\$91,416	\$73,038	\$97,887	\$72,612	\$57,890	\$42,627	\$29,672	\$28,865	\$103,759	\$7.80
Arizona.....	168,000	218	13,384	21,618	1,003	2,237	3,434	7,783	3,894	9,006	17,585	7,788	18,512	5,610	5,217	85,320	11.51
California.....	540,939	7,455	13,938	21,653	28,159	33,782	31,249	538,731	193,549	197,000	205,235	196,473	182,059	103,324	145,250	582,105	9.46
District of Columbia.....	165,259	287	740	1,571	2,419	20,191	13,044	11,534	12,322	17,730	16,589	9,204	8,434	7,464	7,598	55,245	9.05
Louisiana.....	115,404	373	422	4,249	4,548	62,500	90,114	147,665	234,536	286,146	272,380	242,935	218,988	336,361	103,602	933,690	7.77
Massachusetts.....	876,786	414	7,288	13,055	16,185	29,277	60,114	17,763	13,998	30,871	50,656	65,503	83,332	52,474	52,068	316,155	10.76
Minnesota.....	863,950	1,728	3,347	4,400	18,835	25,416	25,634	17,763	13,998	32,472	30,400	28,952	26,412	22,815	17,430	48,090	9.96
Mississippi.....	201,407	3,633	7,265	13,055	18,835	10,455	11,604	26,197	28,928	32,472	31,087	38,632	37,372	26,515	31,900	214,440	9.56
New Hampshire.....	280,318	2,022	4,448	1,822	1,897	2,678	2,971	26,197	19,042	21,825	21,244	54,855	37,372	41,732	24,721	104,345	11.86
Oregon.....	486,266	649	934	1,522	24,000	122,033	78,699	77,698	47,037	65,404	57,083	48,416	50,274	21,811	17,336	83,535	8.89
Tennessee.....	774,269	2,987	15,231	21,814	28,000	100,834	72,677	11,873	7,937	65,404	57,083	48,416	50,274	21,811	17,336	83,535	11.49
Texas.....	917,900	2,160	3,605	5,999	1,243	1,813	2,691	13,973	5,992	6,621	9,396	4,574	3,873	3,690	2,828	7,875	9.19
Utah.....	207,234	236	425	652	392	606	43,072	52,358	44,468	45,639	30,096	29,588	29,680	26,038	22,027	103,050	8.29
Virginia.....	511,063	1,031	4,416	6,673	9,676	62,021	43,072	52,358	44,468	45,639	30,096	29,588	29,680	26,038	22,027	103,050	8.29
Wisconsin.....	758,563	1,884	3,940	4,120	4,801	11,302	15,474	33,622	41,794	51,648	112,336	58,822	71,696	64,077	61,432	222,945	10.58
Amounts of benefit payments for partial unemployment *																	
Alabama.....	\$179,339	\$8,272	\$15,310	\$21,605	\$28,130	\$30,510	\$19,922	\$16,425	\$14,729	\$11,271	\$8,072	\$5,716	\$3,800	\$2,309	\$1,700	\$979	\$4.68
Arizona.....	18,323	266	457	810	746	694	1,443	1,365	1,048	1,135	1,091	951	857	634	510	274	5.12
California.....	13,264	302	439	14,977	43,506	34,131	29,156	31,019	24,067	20,660	18,627	14,201	11,770	13,378	45,685	2,490	6.32
District of Columbia.....	314,611	4,705	1,730	2,604	3,724	4,000	4,176	4,137	3,890	3,906	3,100	2,475	2,527	1,865	1,022	945	6.44
Louisiana.....	40,384	1,781	1,978	3,345	5,283	5,581	6,345	6,143	6,057	6,965	7,089	4,418	3,527	1,465	412	580	6.33
New Hampshire.....	60,540	1,102	1,978	3,345	5,283	5,581	6,345	6,143	6,057	6,965	7,089	4,418	3,527	1,465	412	580	6.33
Oregon.....	21,481	40	11,851	12,517	9,968	6,053	4,223	3,417	1,988	824	658	244	199	146	29	-----	3.99
Tennessee.....	53,574	99	3,821	5,864	6,214	5,715	5,024	5,137	4,114	3,988	3,744	4,022	3,135	2,616	505	2,565	7.33
Texas.....	10,413	147	194	456	750	573	778	824	909	1,352	505	285	247	107	71	-----	4.30
Utah.....	18,923	696	758	806	1,108	1,184	1,100	935	645	478	478	328	247	107	201	-----	3.57
Vermont.....	171,902	13,314	31,666	27,107	30,670	15,750	12,523	9,694	10,631	10,937	5,331	2,074	1,517	657	280	945	4.32
Virginia.....	171,902	13,314	31,666	27,107	30,670	15,750	12,523	9,694	10,631	10,937	5,331	2,074	1,517	657	280	945	4.32
Wisconsin.....	45,587	1,974	6,055	8,209	3,649	5,574	4,248	6,952	1,084	1,862	1,601	2,094	1,412	335	-----	-----	-----

¹ Data reported by State agencies on Form UIC-216; by Aug. 2, 1938, reports had not been received from Indiana and Maine. The following States showed no distribution of payments for total and partial unemployment by amounts of benefit checks: Connecticut, Maryland, New York, North Carolina, Pennsylvania, Rhode Island, and West Virginia. Arizona and Minnesota made no payments for partial unemployment. Massachusetts, Mississippi, New York, and Pennsylvania have no provision in State law for benefit payments for partial unemployment.

² Total and partial unemployment are used as defined in the State laws or by the State unemployment compensation agencies. In all States a week of no earnings is a week of total unemployment. Various types of partial unemployment may be distinguished: (1) partial unemployment during a period of employment with the usual employer; (2) partial unemployment during a period of compensable total unemployment (old-job earnings); and (3) partial unemployment during a period of employment in a part-time job. All State agencies will count as partial in some States and as total in others. Moreover, a worker may file a claim for total unemployment but later report odd-job earnings for the week; in this case his claim would be counted as a claim for total unemployment, but the payment might be counted as a payment for partial unemployment.

³ This figure includes 14 lump-sum payments totaling \$4,478 not shown in distribution by amounts of benefit checks.

⁴ Includes 616 supplementary payments totaling \$4,478 not shown in distribution by amounts of benefit checks.

⁵ State law provides for minimum weekly benefit of \$5 for total unemployment. Figures given for amounts less than \$5 represent checks issued for adjustments.

⁶ This figure includes 14 lump-sum payments totaling \$806; the remainder represents adjustment checks.

benefits become payable. The remaining States expect to maintain, in accordance with the approved plan, the following number of local employment offices: Arkansas, 15; Delaware, 3; Idaho, 19; Kansas, 28; Missouri, 30; Nebraska,

21; Nevada, 9; New Mexico, 11; North Dakota, 10; Ohio, 82; Oklahoma, 34; Wyoming, 9.

It is anticipated that when benefits have become payable in all States, there will be approximately 1,600 public employment offices in the U. S.

Table 8.—Operations of the United States Employment Service, by States, June 1938

State	Placements					New applications		Active file ³	
	Total ¹	Private				Public	Number	Percentage change from May ²	As of June 30, 1938
		Number	Percentage change from May ²	Regular (over 1 month)	Temporary (1 month or less)	Number			
Total.....	246,285	163,772	-1	68,399	95,373	76,724	803,470	+14	7,830,940
Alabama.....	3,553	1,759	-41	1,049	710	1,745	17,628	+17	174,721
Alaska.....	1,524	120	+7	52	68	151	602	-2	1,982
Arizona.....	1,740	1,145	+36	594	551	565	3,291	+35	29,510
Arkansas.....	3,303	2,726	-38	307	2,419	391	4,918	-0	71,174
California.....	20,649	14,621	+3	5,872	8,749	6,008	42,103	+1	376,106
Colorado.....	5,818	4,697	+74	1,617	3,080	1,106	5,425	+19	58,951
Connecticut.....	2,450	1,987	-6	1,195	792	425	15,010	+10	185,518
Delaware.....	1,353	910	-2	200	710	437	1,340	+9	13,499
District of Columbia.....	2,355	2,215	-10	1,002	1,213	140	5,440	+26	43,984
Florida.....	1,465	0	-----	0	0	1,134	6,105	+18	89,660
Georgia.....	5,325	1,658	-23	692	966	3,646	11,431	+11	145,506
Hawaii.....	674	202	+104	69	133	93	985	+2	5,290
Idaho.....	3,227	2,374	+63	530	1,844	853	3,349	+49	10,703
Illinois.....	11,180	9,475	-16	3,577	5,898	1,391	24,119	+14	344,321
Indiana.....	4,967	4,357	+6	2,363	1,994	610	36,306	+13	189,493
Iowa.....	6,219	3,146	-8	1,226	1,920	2,855	10,795	+22	86,554
Kansas.....	3,180	1,266	+35	305	961	1,758	4,007	+11	61,092
Kentucky.....	3,178	810	-35	389	421	2,243	8,533	-4	120,990
Louisiana.....	2,667	1,926	-33	1,321	605	740	15,686	+4	110,074
Maine.....	2,135	1,104	+84	899	205	1,031	5,222	+11	46,461
Maryland.....	3,078	2,080	+8	1,335	745	998	13,143	+22	92,673
Massachusetts.....	1,574	1,146	-25	780	366	428	22,894	+2	381,517
Michigan.....	4,082	2,178	-20	1,041	1,137	1,386	70,415	+71	406,933
Minnesota.....	5,333	4,070	+9	2,226	1,844	1,144	12,116	+16	211,900
Mississippi.....	5,753	1,607	+31	1,123	484	439	13,350	+20	62,902
Missouri.....	4,043	2,516	-10	1,156	1,360	1,526	14,274	+18	203,816
Montana.....	3,315	1,739	+126	997	742	1,559	3,694	+134	37,885
Nebraska.....	3,967	1,318	+8	530	788	2,648	3,977	+12	54,129
Nevada.....	1,047	578	+2	415	161	471	815	+20	3,919
New Hampshire.....	1,430	1,099	-26	816	283	331	4,089	+5	44,576
New Jersey.....	3,382	2,961	-4	1,437	1,544	392	20,190	+17	239,192
New Mexico.....	1,374	673	-21	300	373	695	2,129	+24	29,330
New York.....	15,405	12,177	-7	5,225	6,952	2,485	123,721	+3	634,284
North Carolina.....	7,222	4,155	-14	2,059	2,096	3,062	20,820	+21	162,206
North Dakota.....	2,160	1,388	+4	707	681	769	2,196	+41	30,659
Ohio.....	8,538	5,821	-18	2,689	3,132	2,576	34,491	+20	437,053
Oklahoma.....	6,222	5,273	-2	599	4,704	926	4,742	+3	36,944
Oregon.....	5,019	3,749	+82	2,590	1,159	1,270	8,635	+10	98,132
Pennsylvania.....	10,537	6,245	-10	3,193	3,052	3,839	72,244	+6	1,248,165
Rhode Island.....	657	596	+13	423	173	42	15,432	+26	89,698
South Carolina.....	2,887	708	+21	311	397	2,161	7,866	+17	63,222
South Dakota.....	1,864	647	+9	281	366	1,208	2,040	+15	39,718
Tennessee.....	4,309	2,399	+6	1,520	879	1,910	12,006	+36	159,698
Texas.....	35,304	29,605	+5	6,574	23,031	5,603	36,046	+11	244,791
Utah.....	1,929	1,300	+120	366	934	627	3,349	+46	28,205
Vermont.....	994	641	-0	398	243	352	1,666	-11	20,944
Virginia.....	4,538	2,375	-40	1,741	634	2,136	11,572	-11	89,707
Washington.....	2,788	2,009	+72	599	1,440	726	6,452	+7	119,250
West Virginia.....	2,917	1,207	+0	770	437	1,675	18,567	-8	228,610
Wisconsin.....	6,198	4,466	+4	2,713	1,753	1,430	17,000	+22	136,603
Wyoming.....	1,439	530	+13	286	244	888	1,241	+11	8,448

¹ Includes 5,789 security wage placements on work-relief projects.

² Adjusted for number of working days in months.

³ The active file represents cases regarded by the employment office as actively seeking work. The files are cleared periodically by removal of cards of applicants who have not recently renewed their registrations. There is some variation from office to office and State to State in the frequency with which this is done. There is also some variation from State to State in the extent to which applicants for work relief are included in the active file.

Source: U. S. Department of Labor, U. S. Employment Service, Division of Standards and Research.

PUBLIC ASSISTANCE

Statistics for the United States for June 1938

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF PUBLIC ASSISTANCE RESEARCH

Payments from Federal, State, and local funds to recipients of public relief in June 1938 amounted to \$249.2 million. This sum exceeded the total for March 1936, the peak month of the period January 1933–March 1938, by about \$12 million, or 5 percent.¹ Although payments in June increased only one-half of one percent from May 1938, they were 48 percent above the amount reported for September 1937, the month which marked the end of a 6-month decline in relief payments and preceded the beginning of the upward movement which has persisted for 9 months. Despite this precipitous rise, however, total payments to recipients of public relief for the fiscal

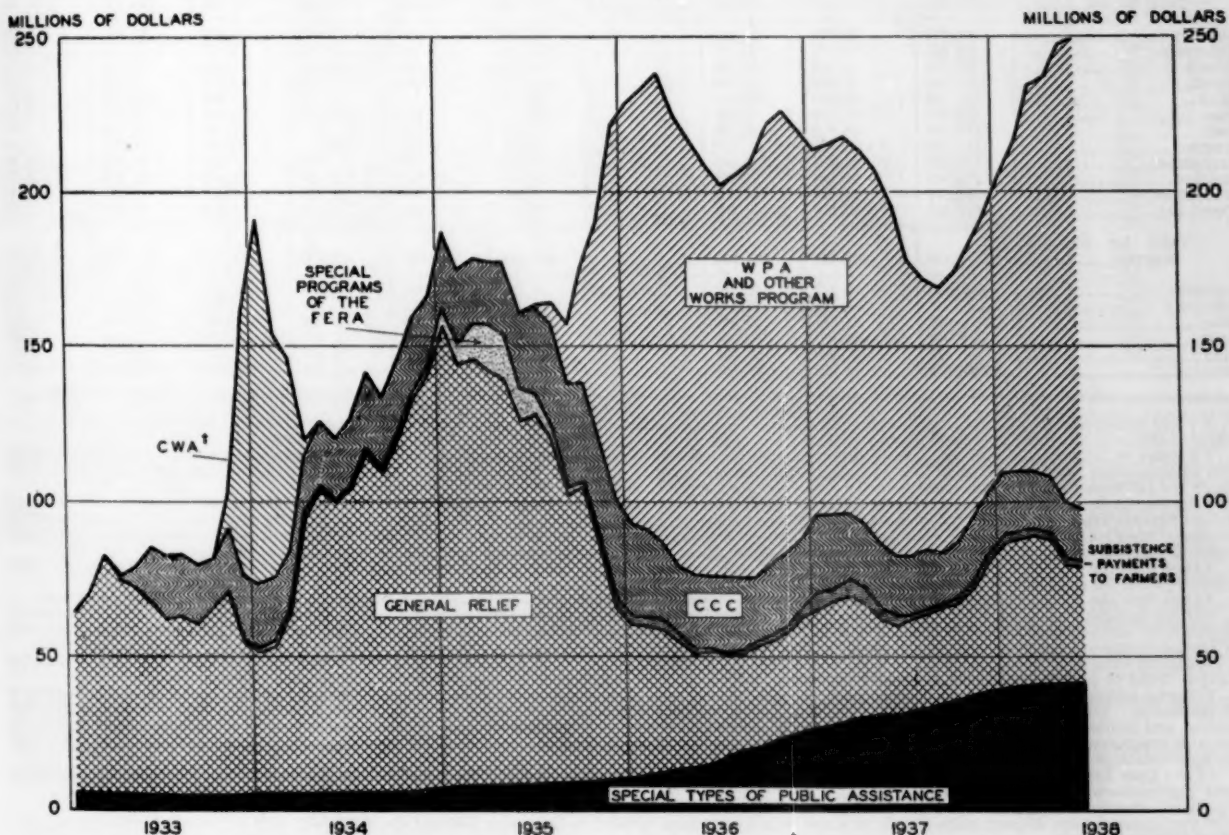
year ended June 30, 1938, were \$73.0 million less than the total for the preceding fiscal year.

The estimated number of households assisted was the same in June 1938 as in May—6.4 million—but the estimated number of persons receiving relief in these households increased by 200,000 or about 1 percent. Compared with September 1937, the increase in the estimated number of households receiving assistance was about 45 percent and, in number of persons, about 55 percent.

Earnings of certified workers employed by the Works Progress Administration, which have mounted steadily during the last 9 months, comprised 74.1 percent of the increase in all public relief occurring between September 1937 and June 1938. During this same period the number of

¹ See footnote on chart I. Had all CWA earnings been included in January 1934 the total for that month would have been \$308.4 million instead of \$190.9 million, and it would have been the peak month.

Chart I.—All public relief in the continental United States, 1933–38 (transient care and administrative expense excluded)[†]



[†] Represents earnings of persons previously receiving relief, estimated arbitrarily by the Works Progress Administration as 50 percent of the total obligations incurred for earnings from Federal funds under the Civil Works Program.

Table 1.—All public relief in the continental United States, excluding transient care and administrative expense,¹ by months, January 1935–June 1938

[In thousands of dollars]

Year and month	All public relief extended to cases	Obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind ²	Obligations incurred for general relief extended to cases ³	Obligations incurred for relief under special programs of the Federal Emergency Relief Administration ⁴	Earnings of persons certified as in need of relief employed under the Works Program ⁵				Civilian Conservation Corps ⁶	Emergency subistence payments to farmers ⁷
					Works Progress Administration	Other Federal agencies ⁸	National Youth Administration			
							Student aid	Work projects ⁹		
Total for 1935.....	\$2, 129, 647	\$114, 063	\$1, 350, 224	\$75, 405	\$221, 641	\$25, 958	\$6, 364		\$332, 851	\$2, 541
January.....	186, 972	8, 478	148, 437	5, 021					25, 036	
February.....	175, 286	8, 062	135, 664	6, 655					24, 305	
March.....	178, 451	8, 798	137, 330	10, 886					21, 437	
April.....	177, 726	9, 051	133, 302	14, 874					20, 499	
May.....	177, 550	9, 213	130, 600	14, 062					23, 675	
June.....	162, 066	9, 381	117, 065	10, 954					24, 539	
July.....	163, 203	9, 690	118, 868	6, 101	2	454			28, 088	
August.....	163, 751	9, 804	110, 364	3, 371	4, 883	1, 642			33, 687	
September.....	157, 371	9, 958	92, 843	1, 586	15, 345	3, 641	221		33, 777	
October.....	175, 491	10, 221	95, 007	872	30, 142	5, 490	1, 653		32, 106	
November.....	190, 477	10, 548	75, 855	724	60, 627	6, 947	2, 095		33, 582	90
December.....	221, 304	10, 859	84, 889	290	110, 643	7, 657	2, 395		32, 120	2, 442
Total for 1936.....	2, 618, 584	216, 223	436, 793	127	1, 448, 859	152, 759	25, 900	\$25, 166	292, 391	20, 366
January.....	227, 082	11, 329	47, 915	38	124, 277	8, 371	2, 416	156	29, 792	2, 788
February.....	231, 950	12, 356	46, 854	15	129, 421	8, 825	2, 792	901	28, 188	2, 897
March.....	237, 094	12, 993	44, 555	13	135, 885	10, 763	2, 986	1, 890	24, 858	3, 131
April.....	224, 276	14, 115	40, 069	11	126, 069	13, 070	3, 190	2, 563	22, 575	2, 014
May.....	215, 553	14, 842	34, 977	13	118, 237	15, 755	3, 554	2, 520	24, 348	1, 367
June.....	206, 419	15, 803	33, 184	13	113, 192	15, 217	1, 842	2, 705	23, 518	945
July.....	200, 487	18, 319	30, 790	10	109, 956	14, 114	(10)	2, 239	24, 496	865
August.....	204, 237	20, 087	29, 629	7	113, 253	14, 470	7	2, 290	23, 629	886
September.....	206, 993	21, 335	30, 006	3	116, 670	14, 219	342	2, 366	20, 903	1, 146
October.....	220, 150	23, 426	30, 675	2	122, 365	14, 290	2, 516	2, 406	23, 133	1, 367
November.....	224, 585	24, 971	31, 866	1	124, 350	12, 320	3, 122	2, 533	24, 006	1, 416
December.....	219, 756	26, 645	36, 273	1	114, 584	11, 375	3, 132	2, 627	22, 945	11 2, 174
Total for 1937.....	2, 333, 378	396, 923	408, 152		1, 100, 267	94, 026	24, 288	28, 183	245, 643	35, 896
January.....	213, 716	27, 714	37, 810		103, 922	8, 652	2, 967	2, 682	24, 485	11 5, 484
February.....	215, 303	28, 791	39, 171		105, 188	8, 183	3, 227	2, 830	24, 158	11 5, 755
March.....	218, 371	30, 166	39, 679		106, 804	8, 804	3, 316	2, 812	21, 238	11 5, 533
April.....	213, 909	31, 037	36, 002		104, 969	9, 286	3, 347	2, 780	21, 228	5, 280
May.....	207, 718	31, 602	30, 845		104, 088	10, 141	3, 642	2, 690	21, 039	3, 671
June.....	195, 641	31, 370	28, 421		98, 810	9, 945	1, 992	2, 511	19, 356	3, 236
July.....	177, 848	32, 973	29, 138		85, 825	7, 505	(10)	2, 132	19, 334	941
August.....	171, 546	33, 993	30, 102		77, 861	6, 915		2, 093	19, 326	1, 346
September.....	168, 605	35, 484	30, 454		76, 386	6, 709	164	1, 869	16, 312	1, 197
October.....	173, 741	36, 564	30, 892		76, 650	6, 411	1, 599	1, 850	18, 379	1, 396
November.....	182, 874	37, 928	34, 142		77, 945	5, 984	1, 977	1, 943	20, 876	1, 779
December.....	194, 401	39, 301	41, 466		81, 816	5, 492	2, 056	2, 079	19, 912	2, 279
Total for 1938 (6 months).....	1, 399, 118	247, 509	258, 693		694, 069	46, 903	12, 355	14, 726	111, 288	13, 575
January.....	206, 525	40, 147	46, 807		88, 313	4, 917	1, 996	2, 195	19, 940	2, 210
February.....	217, 527	40, 619	47, 572		98, 080	5, 014	2, 166	2, 323	19, 309	2, 474
March.....	235, 007	41, 318	47, 867		114, 212	6, 116	2, 308	2, 367	18, 336	2, 583
April.....	242, 964	41, 607	41, 556		125, 537	8, 981	2, 247	2, 389	18, 311	2, 336
May.....	247, 877	41, 863	37, 722		131, 807	10, 950	2, 378	2, 672	15, 218	2, 267
June.....	249, 218	41, 955	37, 169		136, 150	10, 925	1, 360	2, 780	17, 174	1, 705

¹ These figures include all public relief extended to cases with the exception of the transient program. For the years 1936 and 1937 complete figures for the care of transient and homeless persons are not available.

² Figures for January 1935 through January 1936 represent payments from State and local funds only. Figures for subsequent months represent payments from Federal, State, and local funds in States administering public assistance under the Social Security Act and payments from State and local funds only for States not participating under the Social Security Act. Figures are partly estimated and subject to revision.

³ Figures for January 1935 through March 1937 from the Works Progress Administration, Division of Research, Statistics, and Records. These figures exclude administrative expense, nonrelief expense, and the expense of special programs. Figures for 1935 include only obligations incurred for cases receiving emergency relief under the general relief program of the Federal Emergency Relief Administration. Beginning with 1936, general relief extended to cases includes that extended by local authorities from public funds under the poor laws. Figures are partly estimated and subject to revision.

⁴ Data from the Works Progress Administration, Division of Research, Statistics, and Records, include relief extended under the Federal Emergency Relief Administration for emergency education, student aid, and rural rehabilitation.

⁵ Data from the Works Progress Administration, Division of Research, Statistics, and Records. Figures are partly estimated and subject to revision.

⁶ Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers, and emergency agencies such as the Public Works Administration and the Rural Electrification Administration. Figures for July 1937 and subsequent months are partly estimated and subject to revision.

⁷ Includes earnings of persons certified as in need of relief employed on National Youth Administration work projects and in Young Women's Educational Camps. Prior to March 1937, figures are partly estimated.

⁸ Figures estimated by the Director of the Civilian Conservation Corps by multiplying the average monthly number of persons enrolled by an average of \$70 per month. This average amount is based upon the amount of obligations incurred for cash allowances to persons enrolled and for clothing, shelter, subsistence, and medical care of persons enrolled, and upon the estimated amount of obligations incurred for certain other items. From Apr. 8, 1935, to June 30, 1936, this program was included under the Works Program and was known as Emergency Conservation Work. Since July 1936 it has been financed by separate appropriations.

⁹ Data from Rural Rehabilitation Division of the Farm Security Administration (formerly the Resettlement Administration) represent the amount of grant payments certified to individuals.

¹⁰ Total amount of obligations incurred is less than \$1,000.

¹¹ For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

Table 2.—Recipients of public relief in the continental United States, excluding transient cases, by months, January 1935-June 1938¹

[In thousands]

Year and month	Estimated unduplicated number receiving public relief		Recipients of special types of public assistance ²				Cases receiving general relief ⁴	Persons certified as in need of relief employed under the Works Program ⁵				Persons enrolled in the Civilian Conservation Corps ⁶	Cases for which subsistence payments were certified by the Farm Security Administration ⁷
	Households ¹	Persons in these households	Old-age assistance	Aid to dependent children		Aid to the blind		Works Progress Administration	Other Federal agencies ⁸	National Youth Administration			
				Families	Children					Student aid	Work projects ⁹		
1935													
January			240	108	270	33	5,276					358	
February			256	107	267	32	5,240					347	
March			263	108	270	32	5,172					306	
April			274	110	275	33	5,013					293	
May			281	110	275	32	4,842					338	
June			293	108	270	33	4,534					351	
July			302	110	275	34	4,369	70	12			401	
August			314	110	275	33	4,218	238	73			481	
September			326	110	275	33	3,908	433	101	35		483	
October			347	112	280	35	3,722	730	129	184		459	
November			359	113	282	34	3,462	2,352	145	234		480	6
December			378	117	286	35	2,608	2,627	156	283		459	130
1936													
January			432	124	311	35	2,216	2,798	185	306	16	426	151
February			473	132	334	39	2,135	2,899	200	351	75	403	139
March			505	133	334	41	2,010	2,734	227	380	157	355	172
April			572	144	355	41	1,826	2,443	267	405	174	322	108
May			607	149	366	41	1,657	2,220	208	398	170	348	86
June			651	157	386	42	1,553	2,136	278	215	176	336	62
July	4,800	16,000	788	158	393	41	1,448	2,129	255	(¹⁰) 2	157	350	41
August	4,900	16,400	844	134	336	41	1,430	2,254	253		154	338	60
September	5,000	16,800	862	141	352	42	1,387	2,350	276	63	159	298	77
October	5,200	17,400	973	154	385	42	1,394	2,445	245	341	158	330	88
November	5,300	17,600	1,035	158	395	43	1,403	2,348	236	399	165	343	93
December	5,300	17,400	1,106	161	402	43	1,508	2,071	211	411	170	328	113
1937													
January	5,500	18,000	1,150	167	417	45	1,659	2,034	171	417	177	350	113
February	5,400	17,600	1,200	171	427	45	1,723	2,033	163	427	181	345	129
March	5,500	18,000	1,257	178	443	46	1,681	2,018	164	440	184	303	123
April	5,400	17,500	1,296	183	457	47	1,663	1,989	176	442	184	303	100
May	5,200	16,600	1,328	190	471	47	1,393	1,926	183	424	177	301	218
June	5,000	15,800	1,290	193	480	48	1,288	1,754	175	249	166	277	191
July	4,700	14,300	1,391	196	483	50	1,267	1,622	124		143	276	54
August	4,500	13,600	1,434	204	503	51	1,250	1,435	121	(¹⁰)	127	276	73
September	4,400	13,200	1,467	210	519	53	1,277	1,407	119	36	122	233	67
October	4,500	13,400	1,504	216	535	54	1,280	1,431	113	243	118	263	71
November	4,700	14,000	1,543	221	546	54	1,378	1,474	109	282	122	268	83
December	5,100	15,300	1,579	229	566	55	1,539	1,583	102	298	130	284	109
1938													
January	5,600	17,000	1,607	235	581	57	1,924	1,852	90	309	140	285	109
February	5,900	18,200	1,631	242	597	58	2,028	2,026	100	317	146	276	120
March	6,200	19,500	1,654	248	612	60	2,029	2,340	126	327	149	262	126
April	6,300	19,900	1,669	253	624	60	1,850	2,526	180	333	153	262	117
May	6,400	20,200	1,684	257	633	62	1,728	2,619	214	325	173	261	112
June	6,400	20,400	1,663	260	642	62	1,685	2,704	216	200	178	238	92

¹ Recipients of special programs under the Federal Emergency Relief Administration, by months, not included in this table for lack of space, are: (a) student aid—January through June 1935, 102,297; 103,254; 104,740; 104,445; 100,013; 52,190; (b) emergency education—January through December 1935, 39,839; 42,424; 44,248; 43,674; 40,962; 32,297; 28,227; 31,618; 25,236; 19,468; 16,673; 7,930; (c) rural rehabilitation—January through June 1935, 72,222; 87,350; 172,886; 209,924; 205,450; 203,612.

² Total number of different households receiving public relief not estimated for months prior to July 1936 because of lack of information regarding duplication.

³ Figures include not only recipients of public assistance under the Social Security Act but also recipients of similar types of assistance in States not administering aid under the Social Security Act. Figures for 1936 and for States not administering Federal funds under the Social Security Act are partly estimated and subject to revision.

⁴ Data for January 1935 through March 1937 from the Works Progress Administration, Division of Research, Statistics, and Records. Figures for 1935 include only cases receiving emergency relief under the general relief program of the Federal Emergency Relief Administration. Beginning with 1936, general relief extended to cases includes that extended by local authorities from public funds under the poor laws. Figures are partly estimated and subject to revision.

⁵ Data from the Works Progress Administration, Division of Research, Statistics, and Records, are for the week ending nearest the end of the month for all programs except the National Youth Administration, for which the data represent the number of different persons employed during the month. Figures are partly estimated and subject to revision.

⁶ Other agencies include bureaus of regular Government departments and independent establishments engaged in activities which could be expanded to employ relief workers and emergency agencies such as the Public Works Administration and the Rural Electrification Administration. Figures for July 1937 and subsequent months are partly estimated and subject to revision.

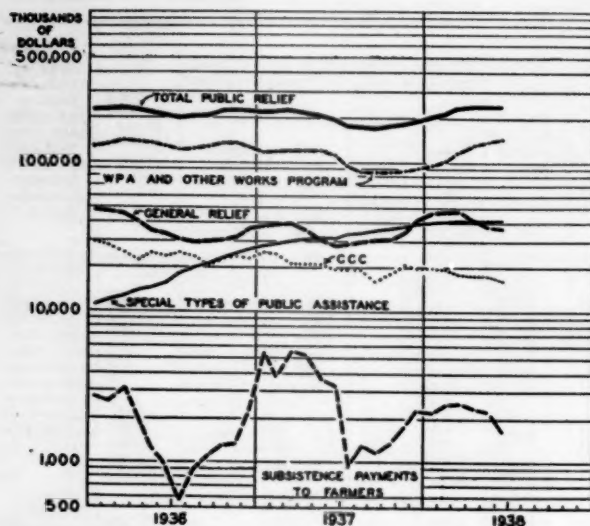
⁷ Includes persons certified as in need of relief employed on National Youth Administration work projects and in Young Women's Educational Camps. Figures are averages computed by the Civilian Conservation Corps from reports on the number of persons enrolled on the 10th, 20th, and last day of each month except for the Indian Division; for this Division averages are computed from daily reports.

⁸ Data from the Rural Rehabilitation Division of the Farm Security Administration (formerly the Resettlement Administration) represent the number of emergency grant vouchers certified. Ordinarily only 1 grant voucher per case is certified per month.

⁹ Less than 1,000 persons employed this month.

¹⁰ For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

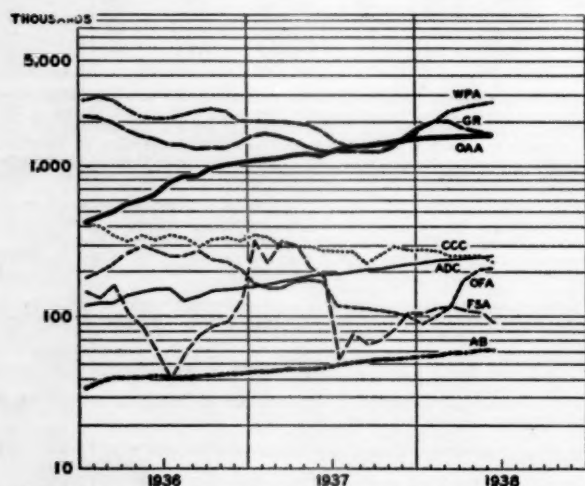
Chart II.—All public relief in the United States, 1936-38
(semilogarithmic scale)



certified workers employed by this agency increased from 1.4 million to 2.7 million. Data which cover all persons engaged in gainful work outside of agriculture (excluding employment on WPA and other emergency projects), indicate that the net drop in employment from September 1937 through June 1938 has amounted to about 3,350,000 workers.² Since this figure represents the net change in employment between these 2 months—September 1937 and June 1938—it does

¹ U. S. Department of Labor, Bureau of Labor Statistics.

Chart III.—Recipients of public relief in the continental United States, January 1936-June 1938 (semilogarithmic scale)†



†Certified workers employed by and students assisted under the National Youth Administration omitted. WPA—certified workers; GR—general relief cases; OAA—recipients of old-age assistance; CCC—enrolled persons; ADC—families receiving aid to dependent children; OFA—certified workers employed under the Works Program by other Federal agencies; FSA—subsistence payments; AB—recipients of aid to the blind.

not include the total number of persons who were unemployed for varying lengths of time and again reemployed during the 9-month period. Data are not available to show what proportion of the total number of persons, totally or partially unemployed during all or part of this period, remained self-supporting through the receipt of unemployment compensation or other resources; the proportion that received both unemployment compensation and one or more types of relief; and the proportion that received only public relief, either WPA earnings or general relief or both. (See page 62.)

Table 3.—All public relief in the continental United States, excluding transient care and administrative expense, distributed by sources of funds, by quarters, January 1936-June 1938¹

(In thousands of dollars)

Year and quarter	All public relief ¹	Percentage distribution of all public relief by sources of funds ¹	
		Federal funds	State and local funds
Total for 1936.....	\$2,618,584	78.4	21.6
January-March.....	696,126	76.7	23.3
April-June.....	646,249	78.9	21.1
July-September.....	611,717	79.6	20.4
October-December.....	664,492	78.7	21.3
Total for 1937.....	2,333,378	73.0	27.0
January-March.....	647,391	74.4	25.6
April-June.....	617,270	76.1	23.9
July-September.....	518,000	71.7	28.3
October-December.....	550,717	69.1	30.9
Total for 1938 (6 months).....	1,399,574	71.6	28.4
January-March.....	650,515	68.0	32.0
April-June.....	740,059	74.7	25.3

¹ See table 1 for detailed information by months, by programs.

² Figures are partly estimated and subject to revision.

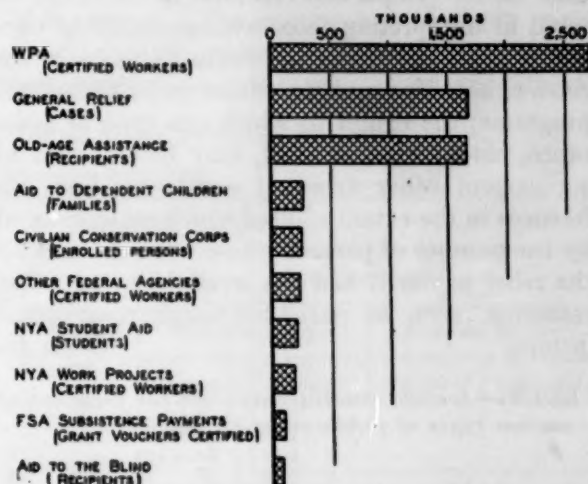
Earnings of certified workers employed by the WPA comprised 54.6 percent of all public relief in June 1938, and, together with other Works Program earnings, comprised 60.7 percent of the total. Next in relative magnitude were obligations incurred for the special types of public assistance, which amounted to 16.8 percent, and general relief, which comprised 14.9 percent of the total. Of the remaining 7.6 percent, about 6.9 percent represented obligations incurred by the Civilian Conservation Corps for cash allowances and other expenses of enrolled persons; and 0.7 percent, emergency subsistence payments to farmers assisted under the Farm Security Administration.

Between May and June 1938, small percentage increases occurred in both the amount of earnings

and number of certified workers employed on WPA and NYA work projects. A decline of 38.5 percent in the number of students assisted under the NYA accompanied a decrease of 42.8 percent in the amount of student aid. Employment and earnings of certified workers in other Federal agencies under the Works Program showed little change from May to June 1938. The amount of obligations incurred for the special types of public assistance and the number of recipients remained about the same in June as in May 1938. The number of cases receiving general relief and the amount of obligations incurred for relief showed small percentage decreases, 2.5 and 1.5 percent, respectively, between May and June 1938. The number of persons enrolled in the CCC declined 8.8 percent, and obligations incurred for cash allowances and other expenses of persons enrolled decreased by 5.7 percent. Emergency subsistence payments to farmers showed a large decrease—24.8 percent—and the number of cases assisted declined 17.9 percent.

With the exception of payments to recipients of the special types of public assistance and general relief, all payments to recipients are financed entirely from Federal funds. A larger proportion of relief payments to recipients was financed from State and local funds in the calendar year 1937 than in the preceding year. (See table 3.) The primary reason for this change was the decline in payments under programs financed solely from Federal funds rather than the increase

Chart IV.—Recipients of public relief in the continental United States, June 1938



in the amount of payments made from State and local funds. During the first quarter of the present calendar year, payments from State and local funds comprised a larger proportion of the total—32.0 percent—than they had in any prior quarter of the period 1936–38. In the quarter ended June 30, 1938, however, the marked increase in WPA earnings was chiefly responsible for the drop in the proportion of payments made from State and local funds.

The average monthly payment per recipient of the various types of public relief in 1937 is shown in chart V. The average monthly payment per enrolled person in the CCC, estimated at about

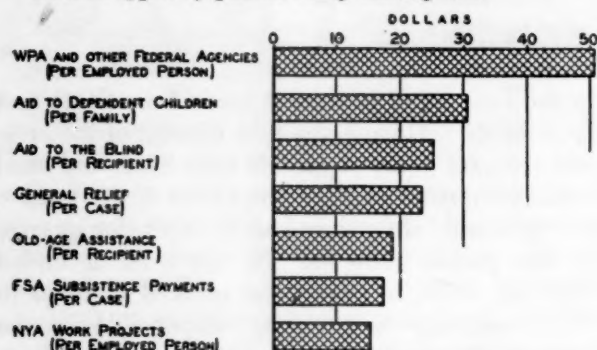
Table 4.—Total number of different households receiving special types of public assistance and general relief and percentage of duplication in the case count for June 1938

State	Total number of different households receiving special types of public assistance and general relief	Number of cases receiving special types of public assistance and general relief					Percentage of duplication in reported number of cases
		Total	Public assistance in States with plans approved by the Social Security Board			General relief	
			Old-age assistance	Aid to dependent children (families)	Aid to the blind		
Total	277,639	300,156	167,732	39,103	5,310	88,011	7.5
1. Arkansas	27,799	27,799	18,487	4,480	661	4,171	0
2. Idaho	12,737	13,603	8,518	2,501	278	2,306	6.4
3. Kansas	38,243	40,598	19,679	4,124	758	16,037	5.8
4. Maryland	28,573	32,653	16,954	7,201	597	7,901	12.5
5. Montana	19,775	21,772	12,177	1,974	52	7,569	9.2
6. South Carolina	29,535	29,936	22,082	3,749	834	3,271	1.3
7. Utah	16,878	19,076	12,982	2,799	221	3,074	11.5
8. Washington	52,628	60,039	35,563	5,966	1,003	17,507	12.3
9. West Virginia	46,654	49,608	18,393	5,708	744	24,763	5.9
10. Wyoming	4,787	5,072	2,897	601	162	1,412	5.6

¹ Does not include a relatively small number of cases receiving general relief from local funds.
² Does not include 77 cases receiving general relief administered by local public agencies.

\$70, and for NYA student aid are not shown in this chart. Important factors to be kept in mind in interpreting these average monthly payments are variations from State to State in the rates of accession and separation under the several programs; the extent to which one type of assistance, chiefly general relief, may be extended to supplement other types of assistance; and differences in the extent of need which are influenced by the number of persons whose needs are met by the relief payment and the availability of other resources, such as part-time earnings or other income.

Chart V.—Average monthly payment per recipient of various types of public relief during 1937



Source: *Unemployment and Relief*. Hearings before a Special Committee to Investigate Unemployment and Relief, Volume 2, Appendix 2, Table D, page 1442.

Some light is shed on the variation between States, in the extent of duplication among the 3 special types of public assistance and general relief, by reports from 10 of the 23 States in which a single State agency administers or supervises the administration of all these types of relief. In June 1938 these 10 State agencies reported that 300,156 cases received 1 of the special types of public assistance or general relief but that the number of different households represented by this number of cases was only 277,639. In other words, 7.5 percent of the cases were in households in which one or more of the special types of public assistance and/or general relief were being received simultaneously. The range in the amount of duplication was from none in Arkansas to 12.5 percent in Maryland. (See table 4.)

On the assumption that the degree of duplication in these 10 States is representative of the country as a whole, it is estimated that 3.4 million different households were receiving one or more of the special types of assistance and/or general relief in June 1938.

GENERAL RELIEF

It is estimated that during June 1938 obligations incurred for general relief to 1.7 million cases amounted to \$37.2 million. The chief significance of the June figures lies in the fact that they represent an abrupt decline in the rates of decrease in the number of cases assisted and the amount of payments, which began in April 1938. An upward trend in the general relief program began in August 1937, and, when the peak was reached in March 1938, the number of cases had increased 60 percent, and the amount of obligations incurred had risen 64 percent from the July 1937 level. Between March and April 1938 the number of general relief cases declined 8.8 percent and the amount of relief, 13.2 percent. The decreases from April to May were smaller—6.6 percent in the number of cases and 9.2 percent in the amount of obligations incurred; and between May and June the number of cases declined 2.5 percent and the amount of relief extended, only 1.5 percent.

Of the 40 States and the District of Columbia for which actual data were available for both May and June 1938, 12 States reported increases in the number of cases and amount of obligations incurred between the 2 months; 24 States and the District of Columbia reported decreases in both items; and in 4 States the number of cases and amount of relief moved in opposite directions. The largest percentage increases between May and June occurred in South Carolina where the rise in the number of cases was 51.4 percent and in the amount of relief, 90.4 percent.

With the exception of Pennsylvania and West Virginia, the States in which substantial upward changes occurred from May to June were those in which the general relief loads were small. In nearly all States reporting declines between May and June the rates of decrease were considerably smaller than those recorded from April to May.

Although the relationship between trends in general relief and employment cannot be considered direct and immediate, owing to such factors as limitations in the amounts and restrictions in the use of available relief funds, in most of the States reporting increases in general relief from May to June there were also substantial declines in industrial employment between the same months or between April and May.

In June 1938, both the number of cases aided and the amount of relief extended stood about 30 percent above the figures for June 1937 for the 29 States and the District of Columbia for which comparable data were available for both months. The largest percentage increases over the year

were in industrial States—Michigan, Indiana, and Connecticut. In Michigan the number of cases increased 159.6 percent and the amount of relief, 176.9 percent. The increases in Indiana were more than 100 percent in both the number of cases assisted and the amount of obligations.

Table 5.—General relief in the continental United States, by States, June 1938

[Data reported by State agencies, corrected to July 25, 1938]

State	General relief during June 1938						
	Number of cases receiving relief	Amount of obligations incurred for relief extended to cases	Average amount of relief per case	Percentage change			
				From May 1938 in—		From June 1937 in—	
				Number of cases	Amount of obligations	Number of cases	Amount of obligations
Total for the continental United States ¹	1,685,000	\$37,169,000					
Total for 41 States reporting actual data.....	1,428,737	33,150,358	\$23.20	-2.7	-1.7	² +30.3	³ +29.4
1. Alabama.....	2,464	22,848	9.27	+9.9	+4.4	+41.0	+54.8
2. Arizona.....	2,856	40,558	14.20	+2.6	+2.4	(⁴)	(⁴)
3. Arkansas.....	4,171	24,557	5.89	+1.0	-2.0	-50.6	-52.1
4. California.....	102,455	2,911,985	28.42	-7.1	-6.8	+34.3	+63.9
5. Connecticut.....	24,271	580,697	23.93	+1.4	+5	+61.3	+79.4
6. Delaware.....	2,010	37,618	18.72	+29.7	+38.1	(⁴)	(⁴)
7. District of Columbia.....	2,237	58,776	26.27	-5.3	-4.1	-38.7	-33.4
8. Florida.....	9,395	55,716	5.93	+16.7	+2.8	+13.7	+13.9
9. Georgia.....	7,192	43,001	5.98	-7	-1.1	-50.8	-43.2
10. Illinois.....	174,420	3,359,371	19.26	-4.2	-4.9	+21.2	+2.6
11. Indiana.....	56,096	659,194	11.76	-6.9	-11.5	+104.3	+116.8
12. Iowa.....	27,497	429,141	15.61	-4.3	-1.5	-2.1	-6.7
13. Kansas.....	16,037	187,830	11.71	-5.1	-7.3	-23.1	-30.7
14. Louisiana.....	7,333	90,677	13.59	+1.6	+2.8	-22.1	+16.8
15. Maine.....	11,538	232,865	20.18	-8.7	-9.3	(⁴)	(⁴)
16. Maryland.....	7,901	178,211	22.56	+1.8	+0.5	+66.7	+40.4
17. Massachusetts.....	71,334	1,980,143	27.06	-1.7	-6	+39.0	+47.4
18. Michigan.....	113,640	2,379,483	20.94	-8.0	-9.7	+159.6	+176.9
19. Minnesota.....	35,167	835,342	23.75	-5.7	-2.7	+13.7	+5.9
20. Mississippi.....	925	3,760	4.06	-10.6	-3.2	(⁴)	(⁴)
21. Missouri.....	41,414	358,925	8.67	-2.9	-8.9	-2.1	-16.0
22. Montana.....	7,599	116,437	15.35	+20.3	+31.0	(⁴)	(⁴)
23. Nebraska.....	6,351	82,962	13.06	-6.8	-6.8	(⁴)	(⁴)
24. Nevada.....	662	9,714	14.90	-4.3	+4.0	-31.0	-30.5
25. New Hampshire.....	8,713	219,781	25.22	-7	-2.5	+31.7	+39.3
26. New Mexico.....	2,044	13,987	6.84	+5.8	+16.0	-15.3	-15.8
27. New York.....	306,384	10,044,605	32.78	-2.5	-2.4	+29.7	+30.4
28. North Carolina.....	6,683	39,247	5.87	-2.5	-2	-41.1	-28.9
29. North Dakota.....	5,472	85,724	15.67	-13.1	-8.5	-20.3	-26.7
30. Oregon.....	9,584	145,215	15.15	-14.1	-16.5	+18.5	+1.7
31. Pennsylvania.....	228,045	6,286,287	27.57	+4.4	+6.9	+46.7	+41.5
32. South Carolina.....	3,348	44,766	13.37	+51.4	+90.4	(⁴)	(⁴)
33. South Dakota.....	4,139	54,792	13.24	-10.7	-6.7	-11.2	-6.6
34. Texas.....	11,653	108,402	9.30	-9.0	+1.7	(⁴)	(⁴)
35. Utah.....	3,074	61,194	19.90	-6.9	-7.9	-34.5	-35.0
36. Vermont.....	2,876	63,685	22.14	-6.9	-2.4	-6.3	-3.4
37. Virginia.....	15,725	112,857	7.18	-2.3	+2.3	(⁴)	(⁴)
38. Washington.....	17,507	224,510	12.82	-9.0	-1.6	-33.7	-49.2
39. West Virginia.....	24,763	295,062	10.70	+3.2	+10.9	(⁴)	(⁴)
40. Wisconsin.....	42,450	719,210	16.94	-4.6	-1.3	+35.5	(⁴)
41. Wyoming.....	1,412	22,253	15.76	-10.5	-16.2	+28.1	+21.9
Total for 8 States showing estimated figures ⁴	256,700	4,019,000					
1. Colorado.....	10,900	153,000					
2. Idaho.....	2,700	38,000					
3. Kentucky.....	6,000	44,000					
4. New Jersey.....	75,200	1,693,000					
5. Ohio.....	104,900	1,545,000					
6. Oklahoma.....	42,100	236,000					
7. Rhode Island.....	11,300	288,000					
8. Tennessee.....	3,600	22,000					

¹ Figures are partly estimated.

² Percentage change computed for States for which comparable data were available for both months.

³ Comparable data for June 1937 are not available.

⁴ Figures are estimated by the Social Security Board for all States except Ohio and Tennessee, for which estimates were made by the State agencies.

SPECIAL TYPES OF PUBLIC ASSISTANCE

States With Plans Approved by the Social Security Board

Payments for June 1938 to and in behalf of recipients of special types of public assistance amounted to \$41.0 million, less than \$100,000 above the total amount of obligations incurred for May. Increases in the amount of payments for aid to dependent children and aid to the blind were responsible for the net increase in the total, since obligations incurred for old-age assistance declined slightly from May to June.

Of the total amount of obligations incurred for June 1938, \$32.4 million, or 79.2 percent, was for payments to 1.7 million aged recipients; \$7.6 million, or 18.6 percent, for payments to 243,800

families in behalf of 604,200 children; and \$908,000 or 2.2 percent, for payments to 38,900 recipients of aid to the blind.

Although the May to June change in the amount of obligations incurred for special types of public assistance was negligible, a comparison of the June 1938 total with that for the same month of 1937 reveals significant expansion during the year. Obligations incurred for June 1938 exceeded the amount for June 1937 by \$10.5 million, an increase of more than 34 percent.

Old-Age Assistance

Slight declines in June from the preceding month in both the number of recipients of old-age assistance and amount of payments were attrib-

Table 6.—Number of recipients and amount of obligations incurred for payments to recipients of public assistance in States with plans approved by the Social Security Board, by months, February 1936–June 1938

[Data reported by State agencies, corrected to July 15, 1938]

Year and month	Public assistance in States with plans approved by the Social Security Board ¹							
	Recipients				Obligations incurred for payments to recipients ²			
	Old-age assistance	Aid to dependent children ³		Aid to the blind	Total	Old-age assistance	Aid to dependent children ³	Aid to the blind
		Families	Children					
Total for 1936 (11 months).....					\$163,465,310	\$135,935,664	\$21,560,316	\$5,969,330
February.....	247,421	26,670	68,915	12,054	4,644,630	3,752,931	604,962	286,737
March.....	294,080	27,447	70,301	13,099	5,292,406	4,335,607	641,186	315,613
April.....	471,257	56,752	141,152	16,376	8,807,144	7,089,347	1,332,745	385,052
May.....	563,404	61,301	151,685	16,641	10,782,944	8,979,428	1,404,376	399,140
June.....	603,835	69,465	174,750	17,571	11,710,005	9,653,465	1,633,108	423,432
July.....	785,807	89,174	222,610	26,500	15,783,915	13,032,617	2,104,708	646,590
August.....	841,389	83,999	215,024	26,901	18,071,053	15,075,404	2,332,124	663,525
September.....	860,065	91,738	233,795	27,478	19,355,524	16,054,389	2,617,830	683,305
October.....	971,194	105,113	266,620	27,982	21,434,071	17,954,267	2,774,959	704,845
November.....	1,032,683	108,966	276,798	28,457	22,970,129	19,292,073	2,955,249	722,807
December.....	1,103,865	111,715	284,193	28,970	24,613,489	20,716,136	3,159,069	738,284
Total for 1937.....					382,870,553	310,548,985	61,328,655	10,992,913
January.....	1,148,103	117,562	299,360	29,418	25,678,607	21,596,629	3,331,672	750,466
February.....	1,197,954	122,256	310,088	30,118	26,756,050	22,487,356	3,501,564	767,130
March.....	1,255,877	128,492	324,663	30,993	28,108,626	23,575,559	3,745,327	787,740
April.....	1,294,471	134,707	340,683	31,594	29,004,245	24,314,121	3,894,932	795,192
May.....	1,325,867	165,301	411,892	33,734	30,655,532	24,706,723	5,102,226	846,583
June.....	1,290,720	171,415	427,446	35,042	30,527,867	24,413,376	5,239,960	874,531
July.....	1,362,522	175,042	431,672	37,252	32,171,243	25,849,593	5,369,267	922,383
August.....	1,435,429	182,987	452,847	38,635	33,204,762	26,630,114	5,626,553	948,095
September.....	1,468,788	193,852	480,884	40,149	34,839,516	27,864,833	5,940,610	1,034,073
October.....	1,505,558	199,573	495,976	41,222	35,921,947	28,662,400	6,202,244	1,057,303
November.....	1,644,504	204,676	508,837	42,586	37,317,294	29,681,445	6,546,305	1,089,544
December.....	1,681,207	211,946	527,030	43,767	38,684,864	30,766,836	6,798,095	1,119,935
Total for 1938 (6 months).....					241,732,419	192,114,346	44,412,548	5,205,525
January.....	1,609,711	218,510	542,289	33,682	39,195,270	31,379,858	7,003,959	811,453
February.....	1,633,408	225,290	558,566	35,283	39,657,154	31,595,534	7,213,883	847,937
March.....	1,656,011	231,661	573,919	36,502	40,353,091	31,961,796	7,516,719	874,576
April.....	1,671,377	236,525	586,363	37,314	40,641,629	32,242,651	7,620,718	878,160
May.....	1,686,478	240,538	594,992	38,236	40,898,416	32,484,868	7,627,857	885,691
June.....	1,665,402	243,532	604,160	38,912	40,956,959	32,449,839	7,629,412	907,708

¹ Includes the 3 special types of public assistance in all States and Territories and the District of Columbia with plans approved by the Social Security Board. Figures include relatively small numbers of cases eligible under State laws for whom no Federal funds may be expended and amounts of payments to individuals in excess of amounts which can be matched from Federal funds. The first Federal funds were made available to the States for February 1936. No figures are included in any month for any State not administering Federal funds.

² Figures include estimates for Hawaii for the period June 1937–May 1938.

³ Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense and expense for hospitalization and burials excluded. Prior to July 1937, obligations incurred for assistance in kind and for payments to persons other than recipients for services to recipients are excluded.

utable to the fact that in Kentucky no payments were made for the month of June.

The largest percentage increases between May and June occurred in Maine, Alaska, and South Carolina. The increases of about 13 percent in Maine in both the number of recipients and amount of payments continued the expansion which has taken place in that State since December 1937, when payments were resumed under a revised plan. In Alaska and South Carolina the old-age assistance programs under the Social Security Act were relatively new, since Alaska first made payments for July 1937 and South Carolina, for August 1937.

The largest percentage increases over the year occurred in Florida, Hawaii, Maine, Michigan, South Dakota, and Utah. The percentage increase in obligations incurred was larger than that in the number of recipients for each of these States, and for South Dakota it was between 3 and 4 times as great.

In Delaware and Texas substantial percentage decreases occurred from June 1937 to June 1938. The decline in Texas may be attributed to a review of the case load which has resulted in eliminating some ineligible and to the acceptance of fewer new cases. In Nebraska there was only a slight percentage decline in the number of recipients over the year, but a large percentage decrease—18.1 percent—in the amount of payments. In Mississippi an effort to raise the average payment has necessitated a limitation of the case load, and 10.1 percent fewer recipients were reported for June 1938 than for June 1937, although the amount of payments increased by 3.2 percent. In West Virginia a small percentage increase in the number of recipients was ac-

Chart VII.—Recipients of old-age assistance per 1,000 population 65 years of age and over in States with plans approved by the Social Security Board, June 1938 (see table 7)

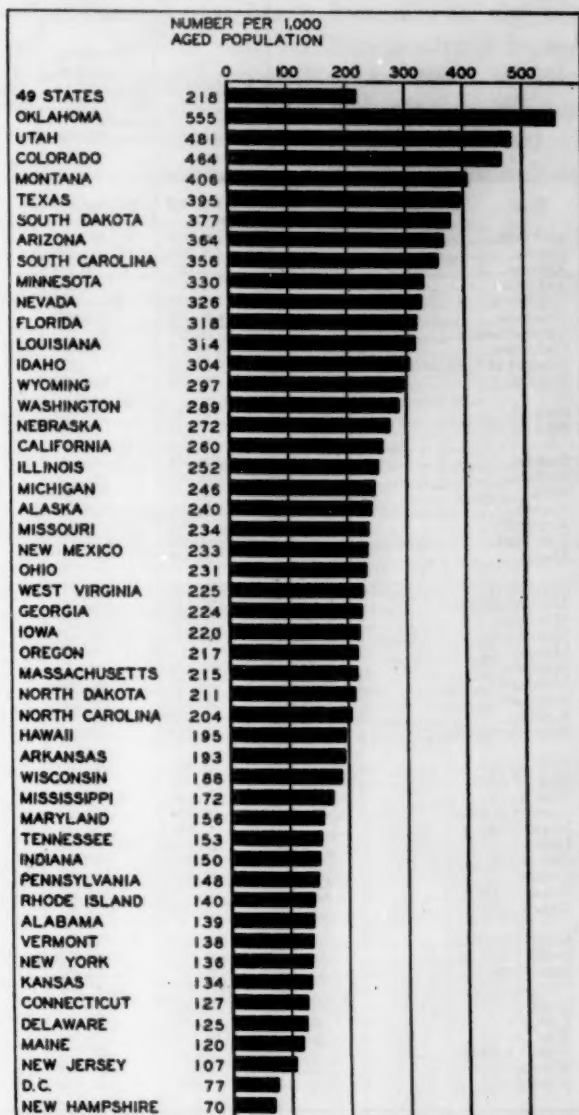


Chart VI.—Public assistance under the Social Security Act, by months, February 1936–June 1938



companied by a decline of 7.6 percent in the amount of obligations incurred.

Aid to Dependent Children

Between May and June 1938 the largest increases occurred in Missouri, North Dakota, and South Carolina—States with relatively new programs for aid to dependent children under the Social Security Act. In Oklahoma slight decreases in the numbers of recipients were accompanied by an increase of almost one-third in the amount of obligations incurred. In the 2 pre-

Table 7.—Old-age assistance in States with plans approved by the Social Security Board, by States, June 1938

[Data reported by State agencies, corrected to July 15, 1938]

Old-age assistance for June 1938								
State	Number of recipients	Amount of obligations incurred for payments to recipients for the month ¹	Average per recipient	Percentage change				Number of recipients per 1,000 estimated population 65 and over ¹
				From May 1938 in—		From June 1937 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total.....	1,665,402	\$32,449,839	\$19.48	-1.2	-0.1	² +18.6	³ +25.5	⁴ 218
1. Alabama.....	15,110	151,925	10.05	+1.2	(⁵)	+32.5	+23.5	136
2. Alaska.....	960	26,212	27.30	+4.7	+4.4	(⁵)	(⁵)	240
3. Arizona.....	⁷ 6,231	⁷ 160,414	25.74	+2.0	+2.3	(⁵)	(⁵)	⁷ 364
4. Arkansas.....	18,487	166,156	8.99	-1.0	-2.5	+27.0	+26.1	193
5. California.....	118,034	3,816,129	32.33	+1.7	+1.8	+50.9	+55.6	260
6. Colorado.....	⁸ 36,713	⁸ 983,661	26.79	+6	+8	+26.6	+23.0	⁹ 464
7. Connecticut.....	14,677	376,623	25.66	+9	-2.2	+8.3	+9.1	127
8. Delaware.....	2,628	28,431	10.82	+1	+1	-12.4	-11.4	125
9. District of Columbia.....	3,151	79,181	25.13	+1.0	+1.0	+28.5	+30.3	77
10. Florida.....	29,456	428,581	14.55	+2.0	(⁵)	+169.9	+239.9	318
11. Georgia.....	30,680	278,998	9.09	+3.1	+1.6	(⁵)	(⁵)	224
12. Hawaii.....	1,744	22,086	12.66	+1.4	+3.1	+114.5	+115.4	185
13. Idaho.....	8,518	183,395	21.53	+2	+1	+8.2	+6	304
14. Illinois.....	125,164	2,240,134	17.90	+1.4	+3.0	+8.4	+17.7	252
15. Indiana.....	42,970	698,375	16.25	+5	+6	+9.6	+14.7	¹⁰ 150
16. Iowa.....	47,780	946,278	19.80	+5	+5	+30.6	+73.8	220
17. Kansas.....	19,682	360,465	18.31	+1.8	+6	(⁵)	(⁵)	134
18. Kentucky.....	¹¹ 0	¹¹ 0	(¹¹)	(¹¹)	(¹¹)	(¹¹)	(¹¹)	(¹¹)
19. Louisiana.....	26,362	259,971	9.86	+1.3	+1.2	+27.5	+34.4	314
20. Maine.....	10,158	208,637	20.54	+13.1	+13.2	+176.5	+184.4	120
21. Maryland.....	16,954	296,412	17.48	+7	+7	+21.9	+23.9	156
22. Massachusetts.....	70,156	1,950,009	27.80	+1.2	+1.2	+19.1	+23.4	215
23. Michigan.....	70,268	1,285,598	18.30	-2	-5	+95.8	+108.7	246
24. Minnesota.....	63,733	1,273,492	19.98	+3	+5	+3.1	+6.3	330
25. Mississippi.....	15,270	73,078	4.79	-1	+9	-10.1	+3.2	172
26. Missouri.....	72,422	1,193,973	16.49	(⁵)	+2.7	(⁵)	(⁵)	¹² 234
27. Montana.....	12,177	248,098	20.37	+3	+3	+21.3	+18.9	406
28. Nebraska.....	26,357	396,616	15.05	+4	-2	-1.8	-18.1	272
29. Nevada.....	1,955	53,109	27.17	+1.7	+2.0	(⁵)	(⁵)	326
30. New Hampshire.....	3,735	85,932	23.01	+6	+1.2	+9.0	+14.4	¹³ 70
31. New Jersey.....	26,442	491,467	18.59	+6	+1.0	+10.4	+22.5	107
32. New Mexico.....	3,783	48,956	12.94	(⁵)	+1.4	+15.7	+42.7	233
33. New York.....	106,523	2,516,460	23.62	+7	+5	+10.2	+13.6	136
34. North Carolina.....	29,842	283,711	9.51	+2.8	+3.1	(⁵)	(⁵)	204
35. North Dakota.....	7,591	129,891	17.11	+3	+5	+8.5	+13.8	211
36. Ohio.....	110,542	2,544,630	23.02	+8	+8	+7.8	+10.0	231
37. Oklahoma.....	65,517	991,358	15.13	-1.1	-1.1	+1.1	+3.2	555
38. Oregon.....	17,826	377,748	21.19	+1.8	+1.7	+39.5	+38.3	217
39. Pennsylvania.....	91,297	1,952,897	21.39	-1.4	-1.6	+1.4	-1.0	¹⁴ 148
40. Rhode Island.....	6,310	118,600	18.79	+1.6	+2.1	+39.9	+47.0	140
41. South Carolina.....	22,082	235,458	10.66	+4.8	+4.7	(⁵)	(⁵)	356
42. South Dakota.....	15,844	314,733	19.86	+8	+1.9	+83.7	+290.8	377
43. Tennessee.....	23,141	306,737	13.26	+7	+8	(⁵)	(⁵)	153
44. Texas.....	111,343	1,531,047	13.75	+1	+2	-11.7	-11.6	395
45. Utah.....	12,982	329,226	25.36	+1.2	+1.1	+98.5	+122.3	481
46. Vermont.....	5,238	73,720	14.07	-8	-8	+35.6	+69.0	138
47. Washington.....	35,563	791,584	22.26	-3	-1.0	+11.1	+18.5	289
48. West Virginia.....	18,393	257,225	13.98	-8	-7	+1.5	-7.6	225
49. Wisconsin.....	40,714	820,523	20.15	+1.3	+1.4	+12.4	+16.4	188
50. Wyoming.....	2,897	61,899	21.37	+3	+1	+2.8	+5.1	297

¹ Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. These figures include direct assistance to recipients amounting to \$32,353,482 and obligations incurred for assistance in kind and for payments to persons other than those certified for old-age assistance for rendering services to recipients amounting to \$96,357 in 5 States. Expense for hospitalization and burials is excluded.

² Estimated with the advice of the U. S. Bureau of the Census as of Jan. 1, 1938.

³ Comparison for 40 States, the District of Columbia, and Hawaii having plans approved for both months. The comparison of amount of obligations incurred excludes the amount of obligations incurred for June 1938 for assistance in kind and for payments to persons other than those certified for old-age assistance for rendering services to recipients, because these items were not included in the reports for June 1937. States not having plans for old-age assistance approved by the Social Security Board for June 1937 are excluded as follows: Arizona, Georgia, Kansas, Nevada, North Carolina, South Carolina, Tennessee, and Alaska.

⁴ For 46 States, the District of Columbia, Alaska, and Hawaii. Adjusted for grants covering 2 or more eligible individuals. Adjustments have been made for the following States: Alabama, Florida, Louisiana, Maryland, Michigan, Mississippi, New Mexico, Oregon, West Virginia, Wyoming, and Hawaii.

⁵ Less than 0.1 percent.

⁶ Not administering old-age assistance under an approved plan for this month.

⁷ Includes \$1,033 incurred from State and local funds for payments to 41 recipients under 65 years of age whose applications for old-age assistance under the State plan had not been approved. Rate per 1,000 excludes these recipients.

⁸ Includes \$76,445 incurred for payments to 2,872 recipients who were between the ages of 60 and 65 years.

⁹ Minimum age under State plan is 60 years, but rate is based on number of recipients 65 and over.

¹⁰ Minimum age under State plan is 70 years, but rate is based on population 65 years of age or over.

¹¹ No payments made for June 1938.

¹² No payments made for June 1937 because of change in accounting procedure.

ceding months, however, the amounts of payments had declined sharply, and the numbers of recipients had remained about the same.

The largest percentage increases from June 1937 occurred in Arizona, California, Indiana, Louisiana, Montana, New Mexico, Oklahoma, Oregon, and West Virginia. In all these States except Indiana and West Virginia, the amount of obligations incurred increased more than the numbers

of recipients, and in Louisiana, Oklahoma, and Oregon the percentage increases in the amounts of payments were about 3 times as great.

Substantial percentage decreases in the numbers of families and children occurred between June 1937 and June 1938 in Arkansas, Washington, and Wyoming. The reduction in Washington is the result of a review of the case load. In Nebraska the number of families increased dur-

Table 8.—Aid to dependent children in States with plans approved by the Social Security Board, by States, June 1938

[Data reported by State agencies, corrected to July 15, 1938]

State	Aid to dependent children for June 1938											Number of recipients per 1,000 estimated population under 16 ¹
	Number of recipients		Amount of obligations incurred for payments to recipients for the month ¹	Average per family	Percentage change							
					From May 1938 in—			From June 1937 in—				
	Families	Children			Number of recipients		Amount of obligations	Number of recipients		Amount of obligations		
					Families	Children		Families	Children			
Total.....	243,832	604,160	\$7,629,412	\$31.29	+1.4	+1.5	+1.3	+19.5	+16.8	+27.4	21	
1. Alabama.....	5,384	15,999	70,074	13.02	+9	+7	+3.7	+11.5	+12.0	+27.8	16	
2. Arizona.....	1,727	5,149	56,606	32.78	+1.4	+2.2	+2.5	+45.9	+46.5	+57.8	40	
3. Arkansas.....	4,480	12,121	47,699	10.65	-1.7	-1.9	-5	-14.7	-14.9	-11.9	18	
4. California.....	12,559	30,896	463,046	36.87	+1.9	+1.4	+1.6	+28.8	+33.7	+41.0	22	
5. Colorado.....	3,678	9,568	113,935	30.98	+2.1	+1.8	+2.3	+14.8	+13.9	+16.6	32	
6. Delaware.....	3,520	1,217	16,292	31.33	-1.0	-4	-5.0	+27.1	+22.3	+33.2	18	
7. District of Columbia.....	1,187	3,566	84,857	46.21	-1.7	-1.8	-6.7	-2.9	+2.8	-4.6	28	
8. Georgia.....	4,011	10,959	86,023	21.45	+2.4	+2.3	+1.7	(²)	(²)	(²)	11	
9. Hawaii.....	892	3,146	29,618	33.20	-2.9	-3.0	-2.4	+28.0	+26.2	+37.5	23	
10. Idaho.....	2,501	5,897	65,345	26.13	+1.1	+1.0	+1.5	+10.5	+8.7	+11.5	38	
11. Indiana.....	13,904	29,645	381,374	27.43	+2.2	+2.0	+1.9	+69.3	+56.9	+62.2	32	
12. Kansas.....	4,124	10,004	118,635	28.77	+2.3	+1.7	+2.4	(²)	(²)	(²)	19	
13. Louisiana.....	8,931	25,499	180,821	20.25	+1.3	+1.4	+7	+32.6	+30.6	+104.5	37	
14. Maine.....	1,374	3,654	51,576	37.54	-1.4	-1.3	-1.3	+3.6	+7.7	+11.9	15	
15. Maryland.....	7,201	19,850	223,966	31.10	-1.1	-1.7	-1.3	+26.3	+22.8	+27.0	44	
16. Massachusetts.....	6,639	21,348	498,712	67.73	+2.4	+2.1	-5.2	+38.5	+29.1	+30.3	19	
17. Michigan.....	12,022	28,065	436,116	36.28	+4	+9	+1	+9.6	+8.4	+23.3	21	
18. Minnesota.....	5,688	14,495	198,077	34.82	+2.5	+2.2	+2.3	(²)	(²)	(²)	20	
19. Missouri.....	3,812	9,946	129,870	31.71	+26.4	+24.0	+24.5	(²)	(²)	(²)	10	
20. Montana.....	1,974	4,667	55,304	28.02	+1.4	+1.9	+1.5	+98.4	+92.5	+105.6	31	
21. Nebraska.....	4,374	10,167	106,161	24.27	+1.2	+4	+8	+3.6	-7	-8.9	26	
22. New Hampshire.....	358	989	13,777	38.48	+6	+3	-1.3	+7.2	+4.8	+11.9	7	
23. New Jersey.....	11,466	25,476	334,394	29.16	+7	+5	-1.1	+6.7	+4.9	+10.4	22	
24. New Mexico.....	1,437	4,204	37,213	25.90	+1.3	+1.7	+2.0	+37.9	+38.2	+58.0	29	
25. New York.....	27,971	57,569	1,331,077	47.59	+5	+4	+5	+10.5	-1.5	+25.2	18	
26. North Carolina.....	7,375	20,605	119,253	16.17	+4.9	+3.9	+5.0	(²)	(²)	(²)	16	
27. North Dakota.....	909	2,859	30,714	33.79	+9.5	+8.4	+7.9	(²)	(²)	(²)	12	
28. Ohio.....	10,900	31,144	430,567	39.50	+2	+6.2	+4	+13.4	+18.8	+30.1	15	
29. Oklahoma.....	14,617	33,709	228,457	15.63	-1.3	-1.6	+32.2	+23.7	+20.4	+74.8	41	
30. Oregon.....	1,430	3,219	53,298	37.27	+4.3	+4.2	+4.7	+64.9	+75.0	+188.3	13	
31. Pennsylvania.....	17,905	44,197	611,147	34.13	+1	-2	-2	+16.8	+11.2	+12.5	15	
32. Rhode Island.....	921	2,550	44,848	48.70	+3.3	+2.9	+2.9	+22.0	+12.4	+13.8	14	
33. South Carolina.....	3,749	10,893	76,475	20.40	+8.7	+8.0	+8.8	(²)	(²)	(²)	16	
34. Tennessee.....	10,293	28,164	189,616	18.42	+3.9	+3.4	+3.7	(²)	(²)	(²)	31	
35. Utah.....	2,799	6,864	82,322	29.41	+5	+6	-3.6	+24.6	+21.6	+15.0	39	
36. Vermont.....	335	1,046	7,730	23.07	+1.8	+2.1	+6.3	-13.7	+22.9	+8.4	10	
37. Washington.....	5,966	13,127	164,455	27.57	-2.1	-9	-2.4	-9.3	-7.1	-15.1	33	
38. West Virginia.....	5,708	16,729	123,279	21.60	+1	-1	-1	+61.9	+58.2	+54.2	26	
39. Wisconsin.....	10,110	23,478	357,572	35.37	+5	+4	+1.0	+12.1	+12.9	+22.4	29	
40. Wyoming.....	601	1,481	18,111	30.13	+7	+1.5	+1.0	-12.4	-12.4	-10.7	22	

¹ Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. These figures include direct assistance to recipients amounting to \$7,585,259 and obligations incurred for assistance in kind and for payments to persons other than those certified for aid to dependent children for rendering services to recipients amounting to \$44,153 in 6 States and the District of Columbia. Expense for hospitalization and burials is excluded.

² Estimated with the advice of the U. S. Bureau of the Census as of Jan. 1, 1938.

³ Comparison for 31 States, the District of Columbia, and Hawaii having plans approved for both months. The comparison of amount of obligations incurred excludes the amount of obligations incurred for June 1938 for assistance in kind and for payments to persons other than those certified for aid to dependent children for rendering services to recipients, because these items were not included in the reports for June 1937. States not having plans for aid to dependent children approved by the Social Security Board for June 1937 are excluded as follows: Georgia, Kansas, Minnesota, Missouri, North Carolina, South Carolina, and Tennessee.

⁴ Maximum age under State plan is over 16 years, but rate is based on population under 16 years of age.

⁵ Not administering aid to dependent children under an approved plan for this month.

⁶ Federal funds available, but no payments made for aid to dependent children for June 1937.

⁷ Includes 3,793 children 16-18 years of age.

⁸ Maximum age under State plan is over 16 years, but rate is based on number of recipients and population under 16.

ing the year, but the amount of obligations incurred declined almost 9 percent. The number of children aided in New York declined slightly from June 1937 to June 1938, although the number of families increased 10.5 percent and the amount of payments, 25.2 percent. In Vermont the increases of 22.9 percent in the number of children and 8.4 percent in the amount of payments (despite a decline of 13.7 percent in the number of families) reflect the liberalization of certain State administrative practices.

Table 9.—Aid to the blind in States with plans approved by the Social Security Board, by States, June 1938

[Data reported by State agencies, corrected to July 15, 1938]

Aid to the blind for June 1938								
State	Number of recipients	Amount of obligations incurred for payments to recipients for the month ¹	Average per recipient	Percentage change				Number of recipients per 100,000 estimated population ²
				From May 1938 in—		From June 1937 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total ³	38,912	\$907,708	\$23.33	+1.8	+2.5	+20.3	+33.7	43
1. Alabama.....	431	4,066	9.44	+2.6	+1.2	+124.5	+118.4	15
2. Arizona.....	289	6,890	23.84	+2.6	+4.6	+63.3	+79.2	70
3. Arkansas.....	661	6,037	9.13	-1.0	-9	-7.7	-5.9	32
4. California.....	5,682	271,920	47.86	+1.5	+1.4	+19.3	+59.4	92
5. Colorado.....	590	16,764	28.41	-5	+2.4	+1.0	+4.1	55
6. District of Columbia.....	210	5,538	26.37	+4.0	+3.7	+46.8	+55.6	33
7. Florida.....	1,426	21,019	14.74	+16.5	+14.7	(⁴)	(⁴)	85
8. Georgia.....	1,054	11,921	11.31	+3.6	+2.1	(⁴)	(⁴)	34
9. Hawaii.....	67	992	14.80	(⁴)	(⁴)	(⁴)	(⁴)	17
10. Idaho.....	278	6,232	22.42	+1.1	+6	+6.5	+2.3	56
11. Indiana.....	2,413	46,022	19.07	+1.7	+2.2	+24.2	+31.4	69
12. Iowa.....	1,138	26,305	23.12	+3.1	+2.6	(⁴)	(⁴)	45
13. Kansas.....	758	15,438	20.37	+3.8	+2.9	(⁴)	(⁴)	41
14. Louisiana.....	675	8,695	12.88	+2.4	+3.7	(⁴)	(⁴)	32
15. Maine.....	1,248	28,147	22.55	-1.3	-1.0	+7.9	+15.0	146
16. Maryland.....	597	12,426	20.81	+7	+1.6	+1.7	+5.5	36
17. Massachusetts.....	1,062	22,533	21.22	-1	+2	+9.1	+29.1	24
18. Michigan.....	582	13,814	23.74	+2.1	+5.4	-8	+13.1	12
19. Minnesota.....	658	15,466	23.51	+4.8	+5.9	(⁴)	(⁴)	25
20. Montana.....	52	1,071	20.60	(⁴)	(⁴)	(⁴)	(⁴)	10
21. Nebraska.....	567	11,152	19.67	+1.1	-1.8	+3.3	+3.6	42
22. New Hampshire.....	293	6,250	21.33	-3	-1.2	+2.4	+9.6	57
23. New Jersey.....	584	13,025	22.30	+7	+1.0	+18.9	+22.5	13
24. New Mexico.....	203	3,281	16.16	-5	-1.1	+18.0	+32.1	48
25. New York.....	2,496	57,885	23.19	+8	+2.4	+77.4	+110.5	19
26. North Carolina.....	1,972	28,443	14.42	+7	+9	(⁴)	(⁴)	56
27. North Dakota.....	106	1,922	18.13	+1.9	+1.6	(⁴)	(⁴)	15
28. Ohio.....	3,853	75,297	19.54	+8	+2.0	+4.4	+12.5	57
29. Oklahoma.....	2,071	23,679	11.43	-1.0	+38.3	+41.8	-1.4	81
30. Oregon.....	446	11,288	25.31	+4	+5	+10.1	+11.3	43
31. South Carolina.....	834	11,475	13.76	+7.6	+7.6	(⁴)	(⁴)	44
32. South Dakota.....	167	3,498	20.95	+8.4	+6.6	(⁴)	(⁴)	24
33. Tennessee.....	1,221	18,032	14.77	+10.2	+9.9	(⁴)	(⁴)	42
34. Utah.....	221	5,653	25.58	-1.3	-1.6	-13.0	-8.8	43
35. Vermont.....	139	2,469	17.77	-7	+0.3	-6.1	+38.4	36
36. Washington.....	1,003	31,980	31.88	-1.5	-5.3	+31.1	+19.8	60
37. West Virginia.....	744	13,011	17.49	-1.2	-1.1	+12.2	+6.2	40
38. Wisconsin.....	1,959	43,325	22.12	-3	-2	-1.1	+3	67
39. Wyoming.....	162	4,747	29.30	-2.4	-2.3	-9.0	-17.0	69

¹ Amount of obligations incurred for payments to recipients from Federal, State, and local funds, administrative expense excluded. These figures include direct assistance to recipients amounting to \$904,149 and obligations incurred for assistance in kind and for payments to persons other than those certified for aid to the blind for rendering services to recipients amounting to \$3,559 in 7 States. Expense for hospitalization and burials is excluded.

² Estimated by the U. S. Bureau of the Census as of July 1, 1937.

³ In addition, Connecticut has a plan for aid to the blind approved by the Social Security Board, but has not requested Federal funds since July 1, 1936. Comparison for 27 States and the District of Columbia having plans approved by the Social Security Board for both months. The comparison of amount of obligations incurred excludes the amount of obligations incurred for June 1938 for assistance in kind and for payments to persons other than those certified for aid to the blind for rendering services to recipients, because these items were not included in the reports for June 1937. States not having plans for aid to the blind approved by the Social Security Board for June 1937 are excluded as follows: Florida, Georgia, Iowa, Kansas, Minnesota, Montana, North Carolina, South Carolina, South Dakota, Tennessee, and Hawaii.

⁴ Excludes aid to the blind administered by county governments to recipients not yet approved for aid under the State plan.

⁵ Not administering aid to the blind under an approved plan for this month.

⁶ Not computed, because figures for May 1938 are too small for comparison.

⁷ Federal funds available, but no payments made for aid to the blind for June 1937.

⁸ Not computed, because figures for June 1937 are too small for comparison.

ever, the amounts of payments had declined sharply, while the numbers of recipients had shown little change.

From June 1937 to June 1938 the largest percentage increases in the number of recipients and amount of payments occurred in Alabama, Arizona, California, the District of Columbia, and New York. In California the percentage increase in the amount of obligations incurred was 3 times as great as that in the number of recipients. The number of recipients increased 41.8 percent over the year in Oklahoma, although the amount of payments declined slightly. In Vermont a decrease of 6.1 percent in the number of recipients was accompanied by a rise of 38.4 percent in the amount of payments. Only three States—Arkansas, Utah, and Wyoming—reported decreases between June 1937 and June 1938 in

Chart VIII.—Number of children receiving aid to dependent children per 1,000 population under 16 years of age in States with plans approved by the Social Security Board, June 1938 (see table 8)

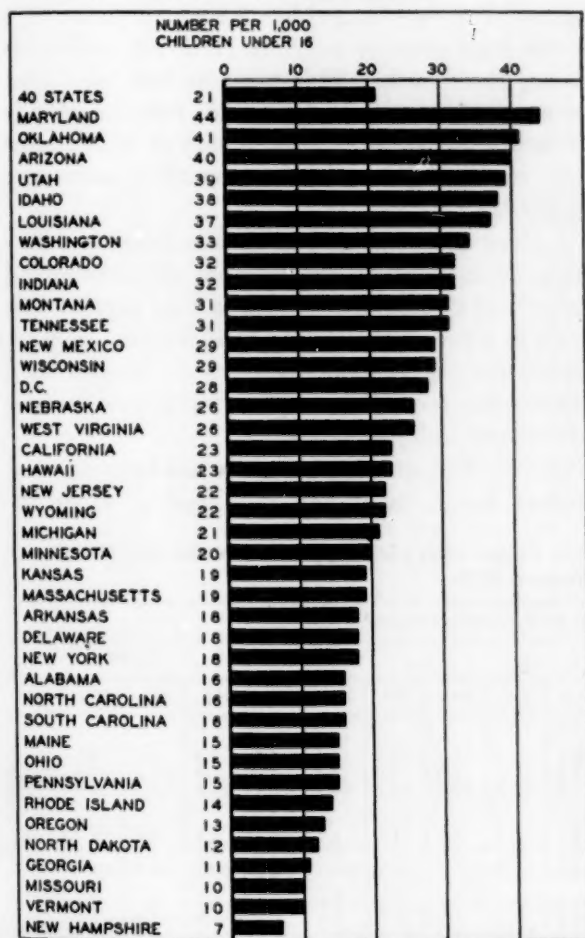
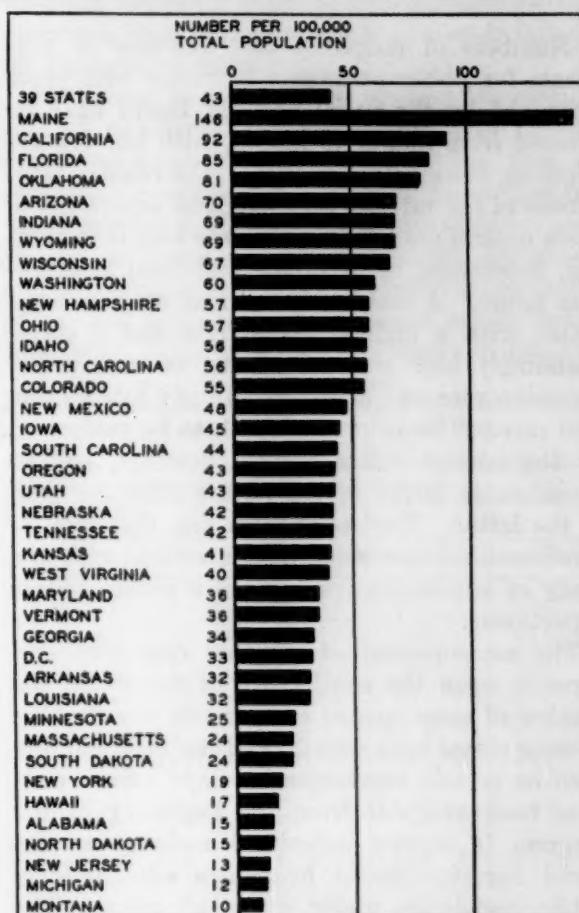


Chart IX.—Recipients of aid to the blind per 100,000 total population in States with plans approved by the Social Security Board, June 1938 (see table 9)



both the number of recipients and amount of obligations incurred.

States Administering Special Types of Public Assistance Without Federal Participation

In June 1938, nine States made payments for aid to dependent children and five States gave assistance to blind persons under State laws without Federal participation. It is estimated by the Social Security Board that 17,300 families with 41,000 children received assistance for June amounting to \$389,000 in Connecticut, Florida, Illinois, Iowa, Kentucky, Nevada, South Dakota, Texas, and Virginia. It is also estimated that obligations of \$658,000 were incurred for payments to 24,000 recipients of aid to the blind in Illinois, Kentucky, Missouri, Nevada, and Pennsylvania.

CASE TURN-OVER IN PUBLIC ASSISTANCE UNDER THE SOCIAL SECURITY ACT

Numbers of recipients and amounts of payments for public assistance in States with plans approved by the Social Security Board have increased from month to month, with but few exceptions, since February 1936. The relative magnitude of the rates of accession and separation of cases determines whether the case load is increasing, decreasing, or becoming stabilized at a certain figure. A stabilized case load may be associated with a high accession rate and a correspondingly high separation rate, or with a low accession rate and a correspondingly low separation rate. The volume of work to be performed by the administrative agency, however, will be considerably larger in the former situation than in the latter. Turn-over rates are, therefore, of considerable importance in connection with the study of administrative costs of a public-welfare department.

The measurement of monthly case turn-over depends upon the availability of figures on the number of cases opened each month, the number of cases closed each month, and the total number open on certain representative days. Such data have been available from the beginning of the program in reports submitted monthly to the Social Security Board by States administering public assistance under approved plans. The tabulations presented here include a summary of all figures reported, January 1937-April 1938.

Method of Determining Turn-Over Rates

This analysis is comparable to a study of labor turn-over in industry. It attempts to analyze the significance of (1) the rate of accession to the

case load; (2) the rate of separation from the case load; and (3) the direction of change in the case load over a relatively long period.

The figures used in this study are rates or indexes of monthly turn-over in the case load per 100 cases open on an average day during the month. This method is comparable to the usual method of computing labor turn-over, which relates the number of additions or separations to the daily average number employed.

The base used is an average of the number open at the beginning of the month and the number open at the end of the month. The figure is less satisfactory than an average of 30 separate daily counts for the month, but such detail is not available in the monthly reports of the States to the Social Security Board and is not available ordinarily in county reports to the State offices.

The number of openings or closings has been expressed in certain publications as a percentage of the total number actually receiving assistance during the month. This measure has been used for want of more complete data, but the base is obviously inadequate for an agency in which cases may remain open without receiving assistance during the month.

A third method, used in certain State publications, is to combine the number of cases added and closed during the month and to express this figure as a percentage of the total number of cases open at the beginning of the month. This method neglects the possibility of studying accessions and separations independently.

The method used in this study has been selected because turn-over in the case load of a public-

Table 10.—Monthly case turn-over rates for public assistance in States with plans approved by the Social Security Board, January 1937–April 1938

	Monthly rate per 100 daily average number of open cases															
	1937												1938			
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Old-age assistance:																
Accession.....	4.2	3.5	3.5	3.1	2.7	2.6	3.0	2.4	2.4	2.5	2.4	2.9	2.4	2.4	2.3	2.0
Separation.....	1.4	1.3	1.4	1.4	1.3	1.2	1.1	1.1	1.0	1.2	1.2	1.2	1.3	1.2	1.3	1.2
Net change.....	+2.8	+2.2	+2.1	+1.7	+1.4	+1.4	+1.9	+1.3	+1.4	+1.3	+1.2	+1.7	+1.1	+1.2	+1.0	+0.8
Aid to dependent children (families):																
Accession.....	6.1	6.5	5.8	4.2	4.7	4.0	4.1	3.8	3.7	3.3	4.1	4.4	3.9	4.5	4.3	3.4
Separation.....	2.1	1.9	2.0	2.0	2.6	2.6	2.2	2.1	2.0	2.1	2.2	1.6	1.8	1.6	2.0	1.9
Net change.....	+4.0	+4.6	+3.8	+2.2	+2.1	+1.4	+1.9	+1.7	+1.7	+1.2	+1.9	+2.8	+2.1	+2.9	+2.3	+1.5
Aid to the blind:																
Accession.....	3.4	3.0	2.8	3.2	2.7	2.7	2.7	3.0	2.4	2.9	3.5	3.0	2.3	3.4	3.1	2.6
Separation.....	1.6	1.4	1.3	1.5	1.6	1.8	1.2	1.1	1.2	1.5	1.2	1.1	1.2	1.0	1.2	1.3
Net change.....	+1.8	+1.6	+1.5	+1.7	+1.1	+0.9	+1.5	+1.9	+1.2	+1.4	+2.3	+1.9	+1.1	+2.4	+1.9	+1.3

welfare agency is comparable to some extent to labor turn-over in industry and the meaning of the rates can be grasped easily by persons familiar with the measurement of turn-over in industry.

Public Assistance Under the Social Security Act

In general, case turn-over rates for public assistance under the Social Security Act are low. Table 10 and charts X-XII show the median monthly rates of accession and separation for all States with plans for public assistance approved by the Social Security Board during 1937 and the first 4 months of 1938; tables 11 through 16 show the rates for each type of assistance in each State for

the same period. Medians were used as the average rates for all States. Therefore, undue weight is not given to the high rates which usually occur in a State in the months immediately following approval of a State plan.

During the 16-month period studied, the median rate of accession for each of the three public-assistance programs has exceeded the rate of separation every month. This indicates that for the country as a whole, all three programs are continuing to increase. For the old-age assistance and aid to dependent children programs, the rates of increase, or the rates of net change, are declining, however. Relative to the rates shown in January

Table 11.—Old-age assistance in States with plans approved by the Social Security Board: Monthly accession rate per 100 daily average number of open cases, by States and by months, January 1937–April 1938

State	Number of cases added during the month per 100 daily average number of open cases ¹															
	1937												1938			
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Median	4.2	3.5	3.5	3.1	2.7	2.6	3.0	2.4	2.4	2.5	2.4	2.9	2.4	2.4	2.3	2.0
1. Alabama	3.6	3.2	3.3	3.1	3.5	4.3	4.2	3.4	2.4	4.4	4.3	3.3	4.3	4.5	4.1	3.6
2. Arizona						(²)	(²)	126.1	40.0	30.4	25.1	11.6	10.1	6.5	6.1	5.4
3. Arkansas	4.4	.4	.5	.4	.5	.5	25.4	.7	1.0	2.1	1.9	1.9	.4	.4	1.0	1.6
4. California	5.0	4.6	5.5	5.0	4.2	4.3	3.3	2.6	4.2	4.9	5.3	5.8	4.0	4.3	5.5	2.7
5. Colorado	3.5	3.5	2.9	2.6	2.1	1.8	1.8	1.1	3.4	9.9	7.2	6.2	2.1	2.8	2.6	2.2
6. Connecticut	6.0	4.0	3.6	3.1	2.6	3.1	2.0	1.4	1.2	1.6	1.7	1.5	1.9	1.7	1.9	1.6
7. Delaware	.1	1.1	1.6	2.0	1.8	1.9	.4	2.3	.2	.2	1.0	.6	(³)	(³)	0	0
8. District of Columbia	10.6	12.0	9.8	9.5	5.9	6.9	4.0	2.2	2.5	4.2	4.2	3.3	3.0	2.4	1.9	1.2
9. Florida	14.2	10.1	7.0	4.8	6.6	4.5	1.7	10.8	18.5	21.0	14.8	13.2	12.6	5.1	4.8	4.0
10. Georgia							(²)	83.4	31.1	20.5	14.8	9.8	8.1	7.8	5.6	4.2
11. Idaho	3.0	2.5	2.4	2.0	1.2	1.3	1.9	1.7	1.2	1.8	1.6	2.2	2.6	2.0	2.0	1.5
12. Illinois	14.0	6.7	5.9	2.3	(³)	(³)	.1	2.7	4.7	1.7	2.2	.5	.9	1.2	1.9	1.0
13. Indiana	4.2	3.7	3.8	3.6	2.9	3.0	2.5	2.1	2.2	1.6	2.0	1.4	1.7	1.7	2.0	1.8
14. Iowa	4.0	5.3	3.4	7.3	4.2	4.5	5.4	3.4	3.6	3.7	2.4	3.0	1.9	2.5	1.9	1.7
15. Kansas							(³)	(³)	51.5	20.5	15.0	16.3	10.7	8.4	6.9	7.3
16. Kentucky	30.0	15.0	13.5	22.1	24.7	12.9	9.1	5.7	(³)	(³)	(³)	(³)	(³)	(³)	.1	.3
17. Louisiana	10.5	10.3	11.4	10.5	12.3	5.8	6.9	5.9	3.7	.9	1.7	2.8	2.2	3.2	3.9	2.2
18. Maine	(³)	(³)	.1	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	172.9	129.2	65.3	37.6
19. Maryland	4.3	2.0	1.9	2.4	6.0	3.2	4.2	3.5	2.8	4.3	3.2	3.4	2.1	1.4	1.4	2.0
20. Massachusetts	7.2	6.1	4.4	4.2	3.7	3.8	3.3	2.9	3.1	3.2	3.4	3.3	2.8	2.7	3.0	2.7
21. Michigan	3.4	2.8	2.9	1.7	3.1	5.0	19.9	13.6	8.0	7.5	7.3	6.4	6.7	4.4	.4	.6
22. Minnesota	3.1	3.2	3.0	2.7	2.1	1.9	1.5	1.0	1.2	1.1	1.4	1.4	1.5	1.1	1.3	1.4
23. Mississippi	2.0	3.5	1.5	1.7	.8	.6	.6	.8	.5	.9	.9	.8	1.0	.7	1.4	1.9
24. Missouri	(³)	(³)	(³)	(³)	(³)	(³)	34.8	2.3	1.5	2.8	2.9	.6	(³)	(³)	(³)	(³)
25. Montana	6.6	.4	3.7	9.2	2.3	4.4	4.3	3.4	4.2	2.6	3.3	2.6	2.4	2.2	2.1	1.9
26. Nebraska	3.4	3.0	3.4	2.4	2.0	1.0	1.0	1.2	.8	1.2	1.4	1.5	1.6	1.8	1.3	1.2
27. Nevada								(³)	104.2	48.1	25.2	13.0	9.6	7.4	4.3	4.1
28. New Hampshire	3.9	2.9	3.5	2.9	3.0	2.6	2.0	2.3	2.1	2.3	2.8	2.6	2.9	2.6	2.9	2.2
29. New Jersey	4.2	3.5	3.7	3.9	3.1	2.4	2.3	2.4	2.4	2.5	2.7	2.5	2.8	2.2	2.3	2.5
30. New Mexico	5.4	5.0	5.4	3.0	2.3	1.6	3.0	2.2	2.5	1.3	2.9	6.3	3.9	1.6	1.1	1.6
31. New York	7.7	8.2	6.8	5.8	3.8	3.0	2.4	2.2	2.1	2.0	2.3	2.3	2.0	1.7	1.8	2.4
32. North Carolina						(³)	(³)	61.9	40.6	23.4	19.5	14.0	12.3	8.8	7.3	5.3
33. North Dakota	3.6	3.4	3.2	2.6	2.6	2.2	1.6	2.1	1.6	2.1	1.7	1.7	2.4	2.3	1.7	1.2
34. Ohio	1.4	2.9	2.4	2.4	.4	.6	1.9	1.0	.8	1.0	1.0	.9	1.1	2.0	2.5	2.5
35. Oklahoma	8.4	10.5	8.4	6.0	5.0	3.5	2.1	1.3	1.2	1.3	1.9	1.0	.2	.5	.6	.4
36. Oregon	2.6	2.0	3.1	2.7	2.5	2.2	1.5	1.2	.9	1.1	1.7	5.3	12.3	5.0	6.2	6.8
37. Pennsylvania	10.5	5.8	6.9	9.4	8.9	4.0	2.5	2.2	2.0	1.5	2.4	2.4	2.3	1.0	1.6	2.0
38. Rhode Island	6.9	7.8	6.8	6.8	6.5	6.3	6.8	5.0	3.9	3.7	5.1	5.6	4.0	2.9	2.9	3.3
39. South Carolina							(³)	(³)	107.5	57.8	41.1	24.0	15.5	12.8	8.2	7.7
40. South Dakota	26.4	.7	9.6	4.5	.8	.9	5.1	5.4	10.4	9.0	19.7	5.6	8.2	5.4	4.0	2.9
41. Tennessee							(³)	109.7	43.7	28.6	27.3	24.5	18.9	19.5	10.4	5.1
42. Texas	10.2	11.7	17.4	6.2	3.2	.4	1.9	1.5	1.7	3.1	.9	.7	.9	1.1	1.4	1.3
43. Utah	6.6	5.8	6.6	3.6	2.7	1.8	16.7	18.4	8.8	8.6	6.5	4.5	3.8	2.8	2.7	2.3
44. Vermont	.1	.6	1.4	1.9	.5	.3	11.1	11.8	4.9	2.6	2.3	3.4	2.7	4.4	(³)	(³)
45. Washington	4.0	3.4	3.2	3.1	2.4	3.6	3.5	3.0	2.4	2.1	2.0	3.4	2.1	2.6	2.5	1.9
46. West Virginia	38.9	40.8	29.6	15.7	9.8	6.9	6.1	2.3	1.5	2.2	2.4	1.8	1.7	1.9	1.7	1.6
47. Wisconsin	2.6	2.7	2.8	2.4	2.0	2.0	1.9	1.7	1.6	1.8	2.2	2.5	2.4	2.4	3.4	2.5
48. Wyoming	3.3	2.9	2.5	2.1	3.0	2.8	2.0	1.9	1.4	1.2	1.2	1.6	1.0	2.3	2.3	1.4

¹ Cases opened divided by one-half the sum of cases open at the beginning and the end of each month.

² Federal funds available, but no cases added this month.

³ First month for which payments were made under a plan approved by the Social Security Board, but no cases open at the beginning of the month.

⁴ Less than 0.1 per 100 cases open.

⁵ First month for which payments were made under a revised plan approved by the Social Security Board, but no cases open at the beginning of the month.

⁶ Data not available.

1937, the rate of net change for old-age assistance has declined more than that for aid to dependent children. The fact that the rate of separation and the rate of accession for each program do not meet (although they move definitely in the direction of meeting for old-age assistance and aid to dependent children), indicates that none of these programs has become completely stabilized.

Old-Age Assistance

In the old-age assistance program the number of cases added during January 1937 was 4.2 per 100 cases open on an average day during that month. The accession rate declined quite steadily from

month to month with only three exceptions—in July, October, and December 1937—and only 2.0 cases were added during the month for each 100 open on an average day in April 1938.

Stated in other words, these figures mean that in an average State in January 1937 a case worker with a file of 100 open old-age assistance cases had added 4 or 5 of these during that month and in April 1938 a case worker with a file of 100 open cases had added only 2 of these during that month. During each of these months in that average State a case worker with an open file of 100 cases was closing between 1 and 2 cases.

Deviations in July, October, and December 1937

Table 12.—Old-age assistance in States with plans approved by the Social Security Board: Monthly separation rate per 100 daily average number of open cases, by States and by months, January 1937–April 1938

State	Number of cases closed during the month per 100 daily average number of open cases ¹															
	1937												1938			
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Median.....	1.4	1.3	1.4	1.4	1.3	1.2	1.1	1.1	1.0	1.2	1.2	1.2	1.3	1.2	1.3	1.2
1. Alabama.....	3.0	1.9	2.4	3.6	4.1	1.6	2.0	1.4	1.5	2.0	1.7	1.4	2.2	1.7	1.7	1.8
2. Arizona.....						(²)	(²)	.7	.4	.9	.8	1.0	.7	.7	1.0	1.0
3. Arkansas.....	1.4	1.5	1.6	1.6	1.4	1.4	1.1	1.1	1.6	1.4	1.5	1.5	1.3	1.4	2.8	2.4
4. California.....	1.3	1.2	1.4	1.2	1.1	1.1	.9	.9	.7	.8	1.0	1.0	1.1	1.0	1.0	1.1
5. Colorado.....	1.8	1.2	1.1	1.4	1.3	1.2	1.1	1.5	6.1	1.4	.8	1.0	.6	1.3	1.0	1.1
6. Connecticut.....	.8	1.2	1.3	1.2	1.0	1.2	1.0	1.2	1.0	1.1	1.1	1.2	1.3	1.2	1.2	1.2
7. Delaware.....	1.6	1.6	1.7	1.9	2.0	1.7	2.2	1.6	1.0	1.2	1.5	1.1	1.8	1.9	1.9	2.6
8. District of Columbia.....	1.3	1.1	1.2	.7	1.1	.6	1.0	1.6	.8	.7	1.0	1.4	.9	.9	1.2	1.1
9. Florida.....	1.0	1.1	1.3	1.1	1.1	.7	1.0	1.2	.9	1.1	1.2	1.3	1.3	1.4	1.3	1.2
10. Georgia.....							(²)	.6	1.2	1.2	1.3	1.6	2.1	2.0	1.3	1.4
11. Idaho.....	1.5	1.7	.9	1.6	2.1	2.5	3.2	.9	1.6	1.6	1.2	1.2	1.0	1.1	1.1	1.0
12. Illinois.....	.6	.9	.8	1.3	1.6	2.3	1.4	1.0	1.7	.8	1.1	1.1	1.3	1.2	1.1	1.2
13. Indiana.....	1.6	1.9	1.6	1.5	1.4	1.3	1.2	1.1	1.0	1.1	1.2	1.2	1.6	1.3	1.3	1.2
14. Iowa.....	1.2	.6	1.0	1.0	.9	.8	.7			.6	.7	.7	.8	1.0	.8	.9
15. Kansas.....							(²)	1.5	1.9	.9	1.0	1.2	1.1	1.3	1.3	1.4
16. Kentucky.....	.9	.8	1.1	1.1	.9	.8	.6	.8	.7	.5	10.4	3.6	1.9	1.3	1.1	.9
17. Louisiana.....	4.0	1.4	3.2	2.1	1.7	1.6	1.5	1.7	1.8	5.0	1.3	1.4	1.4	1.6	1.4	1.2
18. Maine.....	1.8	.3	.9	1.8	.5	1.1	1.2	1.6			(²)	.9	1.0	.8	1.0	1.3
19. Maryland.....	1.6	1.6	1.4	1.5	1.1	1.1	.9	.7	.9	1.0	1.0	.9	1.0	1.0	1.0	1.2
20. Massachusetts.....	1.9	1.7	1.8	1.9	1.8	1.6	1.7	1.5	1.5	1.6	1.6	1.6	1.4	1.4	1.5	1.5
21. Michigan.....	1.1	1.2	1.2	1.1	1.0	.9	1.0	.8	.9	.9	.9	1.1	1.2	1.1	1.5	1.3
22. Minnesota.....	1.4	1.1	1.0	1.0	1.2	1.6	1.2	.9	1.0	.8	1.0	.8	1.3	.9	.9	.9
23. Mississippi.....	2.0	1.8	4.6	4.2	2.8	3.6	1.8	2.5	1.9	1.3	1.8	1.8	1.4	1.7	1.5	1.4
24. Missouri.....	.7	1.0	2.2	1.1	1.0	.8	(²)	1.3	.4	1.6	.6	1.2	(²)	(²)	(²)	(²)
25. Montana.....	1.2	1.7	.6	1.5	1.2	.8	.4	1.1	1.7	1.2	2.6	1.3	1.2	1.4	1.7	1.0
26. Nebraska.....	1.2	1.1	1.1	1.1	1.2	1.6	4.3	2.2	.9	1.6	1.6	.9	1.1	1.2	.9	1.0
27. Nevada.....							(²)	.4	1.2	1.4	1.2	1.6	1.3	.8	1.4	1.4
28. New Hampshire.....	2.3	1.8	2.1	1.7	1.7	1.6	1.7	1.6	1.1	1.7	1.6	1.6	1.6	1.4	2.0	1.9
29. New Jersey.....	1.7	1.7	1.8	2.0	1.7	1.9	1.8	1.5	1.4	1.5	1.4	1.5	1.8	1.6	1.6	1.7
30. New Mexico.....	1.0	2.4	.5	1.2	1.9	1.6	1.2	1.2	.8	1.2	1.3	1.3	1.3	.8	1.7	2.0
31. New York.....	1.5	1.3	1.4	1.3	1.5	1.2	1.3	1.2	1.2	1.2	1.4	1.4	1.4	1.4	1.4	1.3
32. North Carolina.....							(²)	.6	.8	.9	1.3	1.2	1.4	1.5	1.7	1.2
33. North Dakota.....	1.4	1.2	1.2	1.2	1.4	1.4	1.1	1.2	1.1	1.2	1.1	1.3	.8	.8	1.2	1.0
34. Ohio.....	1.3	1.2	1.4	1.2	.9	1.2	.9	1.0	.5	.6	.8	.9	1.1	1.1	1.0	1.0
35. Oklahoma.....	1.0	4.2	1.3	2.2	.9	.8	.7	.6	.8	.8	1.1	1.2	1.4	1.4	1.6	1.6
36. Oregon.....	1.7	1.6	1.4	1.5	1.4	1.1	1.0	1.1	1.2	1.4	1.3	1.2	2.1	1.7	1.8	1.4
37. Pennsylvania.....	1.5	1.2	1.5	1.5	1.3	1.2	1.0	1.0	.8	1.4	1.3	1.6	2.0	1.8	2.4	2.5
38. Rhode Island.....	1.5	1.0	1.5	1.6	1.5	1.1	1.4	1.3	1.0	1.0	1.2	1.2	1.5	1.3	1.7	1.5
39. South Carolina.....							(²)	.7	.9	.8	1.2	1.3	1.2	1.2	1.1	1.2
40. South Dakota.....	1.0	.6	18.5	30.4	7.9	1.7	1.9	6.6	1.2	.9	.7	.9	1.3	1.0	1.1	1.0
41. Tennessee.....	1.5	.8	1.4	1.6	1.7	.5	(²)	.6	.6	.8	1.0	1.3	1.2	1.1	1.2	.9
42. Texas.....	1.4	1.3	1.0	1.3	1.1	1.2	1.0	7	1.0	1.7	1.6	1.7	1.7	1.6	1.7	1.2
43. Utah.....	1.2	1.5	3.9	2.6	.7	8.3	.9	1.1	1.1	1.2	1.3	.8	1.5	1.1	1.2	1.1
44. Vermont.....	1.0	1.2	1.0	1.2	.9	1.2	.9	.9	.7	.9	1.0	.9	1.2	1.1	1.1	6.2
45. Washington.....	1.3	2.1	2.3	1.3	1.1	1.1	1.2	2.9	2.8	2.4	2.7	1.5	1.8	1.9	2.3	1.4
46. West Virginia.....	1.5	1.4	1.5	1.4	1.3	1.4	1.1	1.1	1.2	1.2	1.2	1.1	1.2	1.0	1.6	1.2
47. Wisconsin.....	1.5	1.4	1.0	1.1	1.0	.8	1.2	1.2	1.5	1.3	1.6	1.6	1.5	1.1	.9	1.6
48. Wyoming.....																

¹ Cases closed divided by one-half the sum of cases open at the beginning and the end of each month.

² Federal funds available, but no cases closed this month.

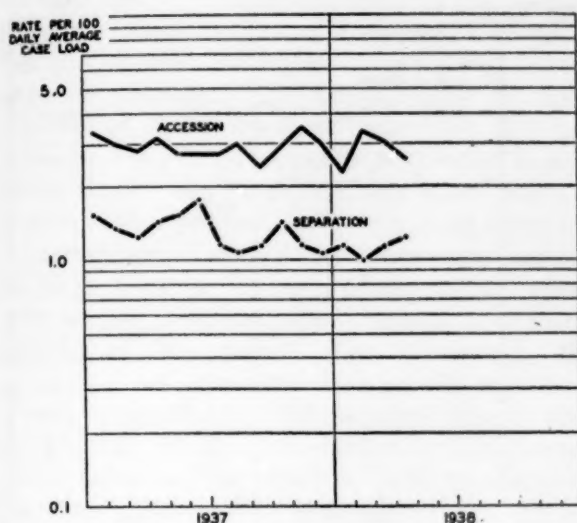
³ First month for which payments were made under a plan approved by the Social Security Board, but no cases open at the beginning of the month.

⁴ First month for which payments were made under a revised plan approved by the Social Security Board, but no cases open at the beginning of the month.

⁵ Less than 0.1 per 100 cases open.

⁶ Data not available.

Chart X.—Monthly case turn-over rates for old-age assistance, January 1937–April 1938 (semilogarithmic scale)



from the downward trend in the accession rate for old-age assistance reflect legislative changes in certain States and the availability of additional funds (at the beginning of the fiscal year) for the expansion of programs already in operation.

Certain State laws were revised during the period studied. These legislative changes, for the most part, resulted in broadening the basis of eligibility for old-age assistance. For example, the age limit was reduced from 70 to 65 years in Florida, Michigan, and Oregon. In Colorado the age limit was reduced from 65 to 60 years. These revisions are responsible for the sudden increases in the rates of accession in these States during the latter half of 1937. (See table 11.)

The availability of funds to administer this program has also played a large part in the decline in the rate of accession to the case load. In Missouri, for example, less than 1 case per 1,000 of the daily average case load was added during

Table 13.—Aid to dependent children in States with plans approved by the Social Security Board: Monthly accession rate per 100 daily average number of open cases, by States and by months, January 1937–April 1938

State	Number of cases added during the month per 100 daily average number of open cases ¹															
	1937												1938			
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Median.....	6.1	6.5	5.8	4.2	4.7	4.0	4.1	3.8	3.7	3.3	4.1	4.4	3.9	4.5	4.3	3.4
1. Alabama.....	6.6	5.3	5.0	4.0	3.6	4.0	5.0	4.3	4.5	6.0	6.1	6.6	5.8	5.6	5.3	5.3
2. Arizona.....	21.8	6.1	9.6	13.7	7.8	6.4	4.4	5.5	1.8	5.9	3.7	4.7	3.3	5.7	6.7	6.9
3. Arkansas.....	10.6	6.9	7.9	8.0	7.3	7.6	0	1.8	2.9	3.0	3.6	3.0	.7	1.2	1.7	1.7
4. California.....	3.2	2.7	3.7	4.2	4.6	4.1	4.3	2.3	2.6	5.1	4.1	3.8	3.2	4.8	4.6	4.4
5. Colorado.....	15.9	13.0	9.8	4.3	5.0	4.4	3.8	3.4	2.4	3.0	2.9	3.4	4.8	4.5	3.7	4.9
6. Delaware.....	1.0	2.0	.2	2.8	4.7	1.5	4.6	3.1	4.4	.4	4.1	3.3	1.7	3.4	9.4	3.5
7. District of Columbia.....	1.3	2.7	4.3	2.5	3.8	2.9	3.6	2.8	2.2	2.8	4.4	5.5	3.8	1.6	1.8	1.8
8. Georgia.....							(²)	113.9	33.9	26.5	17.1	9.4	9.2	9.1	4.6	3.8
9. Idaho.....	25.7	10.1	6.5	3.9	3.2	2.6	3.9	3.7	3.0	2.8	3.2	4.4	3.5	3.1	4.9	3.4
10. Indiana.....	32.0	26.0	23.8	17.0	11.1	10.2	9.2	6.2	6.2	5.6	6.4	5.6	5.1	4.8	4.7	4.7
11. Kansas.....							(²)	71.1	24.8	18.3	22.0	14.0	10.5	7.2	7.2	
12. Louisiana.....	5.7	5.6	6.0	7.0	7.6	4.1	8.7	8.9	4.7	1.5	2.9	4.4	4.1	5.6	5.6	3.6
13. Maine.....	4.6	1.4	2.0	1.9	1.9	1.4	2.6	1.8	3.6	.9	3.2	2.5	2.6	2.8	2.6	2.7
14. Maryland.....	6.6	4.2	5.0	12.2	4.9	6.3	5.8	3.8	3.8	4.2	4.1	6.0	5.9	5.8	6.0	4.6
15. Massachusetts.....	4.1	7.0	5.6	5.8	5.8	5.2	4.7	3.8	4.0	4.7	3.5	4.2	3.0	3.6	4.3	5.2
16. Michigan.....	16.0	12.4	9.6	5.3	4.8	4.7	5.0	6.2	5.2	5.7	4.5	6.6	7.5	6.4	2.8	2.6
17. Minnesota.....									1.3	2.2	4.5	6.5	4.9	6.1	5.8	4.6
18. Missouri.....										(²)	(²)	(²)	138.4	71.4	66.2	30.5
19. Montana.....				(²)	86.3	19.5	18.8	10.8	10.5	8.9	7.5	6.8	6.4	5.5	5.3	4.8
20. Nebraska.....	11.2	13.3	11.5	9.6	6.4	4.8	3.8	4.2	1.3	2.3	7.7	3.8	3.9	6.1	3.0	2.6
21. New Hampshire.....	.6	.3	1.5	1.5	1.2	1.5	2.1	2.1	6.7	1.4	2.0	1.9	1.6	1.6	.5	0
22. New Jersey.....	1.8	2.2	1.6	2.1	2.4	1.8	2.8	1.8	1.4	2.3	2.2	2.4	2.5	2.5	2.8	2.3
23. New Mexico.....	8.5	11.1	9.2	4.2	5.9	3.6	4.4	3.9	3.5	1.0	5.2	10.1	5.2	3.4	2.9	2.9
24. New York.....					2.0	2.7	2.8	2.4	2.9	2.2	2.8	2.7	2.8	2.4	2.8	2.9
25. North Carolina.....							(²)	64.7	44.8	24.9	22.2	18.6	20.7	12.5	11.5	6.4
26. North Dakota.....							(²)	(²)	(²)	(²)	110.5	34.5	39.9	29.1	18.0	11.4
27. Ohio.....	4.6	4.7	4.5	3.5	3.0	3.4	3.4	2.8	3.4	3.6	3.8	3.0	2.4	2.4	2.1	2.6
28. Oklahoma.....	2.1	6.8	8.8	9.5	10.3	10.1	10.2	4.9	4.3	4.5	5.5	4.2	3.7	2.9	2.6	1.5
29. Oregon.....						(²)	24.9	11.9	13.3	8.5	11.7	7.7	6.0	6.8	6.7	10.8
30. Pennsylvania.....	6.5	6.8	10.4	10.3	10.7	9.2	3.5	3.2	2.7	2.7	2.8	3.0	3.2	1.9	2.9	2.3
31. Rhode Island.....	1.5	3.4	3.0	5.3	8.7	3.8	4.0	4.0	5.0	3.3	.6	.5	.1	0	.4	3.3
32. South Carolina.....							(²)	97.3	53.4	44.2	26.7	22.0	19.3	13.6	12.6	
33. Tennessee.....							(²)	147.3	38.1	21.9	16.0	13.0	9.6	11.4	8.6	7.4
34. Utah.....	9.8	7.1	5.1	4.2	4.6	4.2	4.1	3.9	3.3	3.6	4.4	3.9	4.2	6.8	4.9	3.0
35. Vermont.....	2.6	2.5	6.3	2.6	2.6	1.3	.5	1.6	.8	1.4	.9	.3	2.1	2.2	3.1	3.1
36. Washington.....	7.2	7.9	6.6	7.0	4.5	1.9	.5	1.3	3.2	.5	3.3	2.5	2.8	3.1	2.5	1.6
37. West Virginia.....	(²)	98.1	140.8	47.0	27.9	24.3	12.5	10.6	4.9	8.1	6.0	4.9	4.4	3.7	3.9	3.0
38. Wisconsin.....	3.1	2.7	3.0	3.0	2.5	2.8	2.9	2.9	3.3	3.8	3.5	2.8	2.7	3.0	2.9	
39. Wyoming.....	5.7	6.8	5.3	3.8	2.5	2.6	2.3	1.3	.8	1.2	.8	1.1	1.6	1.7	3.2	

¹ Cases opened divided by one-half the sum of cases open at the beginning and the end of each month.

² First month for which payments were made under a plan approved by the Social Security Board, but no cases open at the beginning of the month.

³ Federal funds available, but no cases added this month.

⁴ Base less than 100 cases.

each month from January through June 1937. In July, however, additional funds became available, and more than 23,000 cases of old-age assistance were added, resulting in an accession rate of 34.8 per 100 cases. Marked increases in the rates of accession in July for Arkansas, Utah, and Vermont, and in August for Florida, reflected the availability of more funds for old-age assistance at the beginning of the new fiscal year.

The rates of accession in seven States which began to administer old-age assistance under approved plans during 1937 are disproportionately high, because the programs were new State-wide programs in all these States except Nevada. These figures do not affect the median for all States, however.

The median monthly separation rate for old-age assistance for all States administering approved plans (table 10) has been nearly constant throughout the entire period from January 1937 through

Chart XI.—Monthly case turn-over rates for aid to dependent children, January 1937–April 1938 (semi-logarithmic scale)

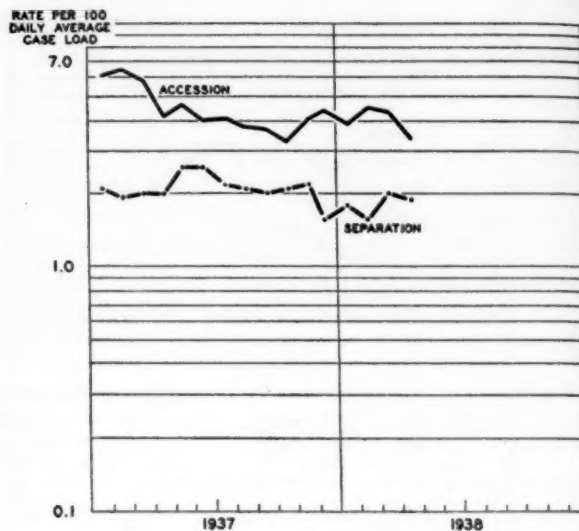


Table 14.—Aid to dependent children in States with plans approved by the Social Security Board: Monthly separation rate per 100 daily average number of open cases, by States and by months, January 1937–April 1938

State	Number of cases closed during the month per 100 daily average number of open cases ¹															
	1937												1938			
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Median.....	2.1	1.9	2.0	2.0	2.6	2.6	2.2	2.1	2.0	2.1	2.2	1.6	1.8	1.6	2.0	1.9
1. Alabama.....	5.0	6.4	8.1	7.8	8.4	6.0	6.8	6.3	5.0	4.9	5.1	2.9	4.4	4.1	4.2	4.7
2. Arizona.....	4.8	10.9	12.2	1.8	3.1	2.9	1.7	1.8	1.8	2.6	2.7	3.0	.7	2.4	1.8	1.8
3. Arkansas.....	3.3	3.6	3.8	3.7	5.9	3.1	0	3.2	0.6	3.8	4.0	2.9	2.6	2.6	3.0	3.1
4. California.....	2.1	2.0	2.5	2.0	1.8	2.2	2.4	2.1	2.8	1.7	1.6	1.4	2.4	1.8	4.8	1.5
5. Colorado.....	2.1	3.5	3.4	3.3	2.6	6.2	2.6	2.4	2.5	3.6	2.6	2.6	2.7	2.6	3.0	2.6
6. Delaware.....	1.2	1.2	.5	3.0	2.7	.7	1.4	2.4	1.6	.9	.7	1.3	2.2	1.1	1.2	.8
7. District of Columbia.....	6.7	3.2	3.6	3.6	3.8	2.6	4.4	3.7	1.9	4.2	2.2	2.5	2.5	2.4	2.7	3.9
8. Georgia.....							(²)	.8	1.5	1.6	1.5	1.3	1.9	1.6	1.6	1.5
9. Idaho.....	1.7	1.5	1.5	2.4	2.6	5.8	5.7	2.8	3.5	3.5	2.6	2.1	2.3	1.9	2.5	2.8
10. Indiana.....	.7	.9	.9	1.3	1.1	1.2	1.5	1.4	1.8	1.5	1.6	1.6	1.8	1.4	2.0	2.3
11. Kansas.....								(²)	2.5	3.5	2.0	1.6	1.7	2.2	2.7	2.8
12. Louisiana.....	1.9	1.9	2.3	2.0	2.0	2.9	2.2	3.5	2.1	4.4	2.8	2.5	2.6	3.2	2.4	2.7
13. Maine.....	2.8	1.8	1.4	.7	2.8	1.9	9.4	1.0	1.0	2.1	1.5	1.1	1.3	.7	1.1	.6
14. Maryland.....	4.2	6.0	4.7	4.1	3.3	3.1	2.7	2.4	2.6	3.2	2.6	2.7	2.3	2.1	2.5	3.0
15. Massachusetts.....	1.5	1.5	1.3	2.2	1.8	1.5	1.5	1.6	1.3	1.3	1.2	1.2	1.2	.9	1.4	1.3
16. Michigan.....	3.9	3.8	5.1	4.1	5.9	6.0	4.4	4.6	4.4	4.8	4.4	3.3	3.2	3.4	5.1	4.1
17. Minnesota.....									3.3		7.9	4.3	1.4	1.8	1.2	1.9
18. Missouri.....										(²)	(²)	(²)	0	.7	.5	.6
19. Montana.....				(²)	23.5	3.9	2.1	5.8	2.6	3.6	3.3	2.5	2.2	3.3	3.0	2.4
20. Nebraska.....	3.4	2.9	7.4	5.7	3.3	3.3	5.5	3.3	1.9	2.5	4.3	6.9	1.7	2.3	2.5	2.3
21. New Hampshire.....	.6	.9	2.7	1.5	1.5	1.2	2.7	1.5	1.4	1.1	1.1	.3	.5	1.6	1.6	1.5
22. New Jersey.....	1.8	1.6	1.8	1.9	2.0	2.5	2.6	1.7	2.0	1.8	2.0	1.7	1.6	1.3	2.0	1.6
23. New Mexico.....	.6	3.7	1.0	1.2	3.0	1.5	1.8	1.3	1.0	1.3	.8	1.6	1.5	1.6	1.4	2.0
24. New York.....					1.6	1.7	1.7	2.2	1.7	1.6	1.6	1.6	1.7	1.6	1.8	1.9
25. North Carolina.....						(²)	(²)	0	1.0	.6	1.2	.7	.9	1.3	1.2	.9
26. North Dakota.....						(²)	(²)	(²)	(²)	(²)	0	.4	.8	0	.3	.4
27. Ohio.....	5.4	3.9	4.0	4.1	3.6	2.8	2.2	2.1	2.1	1.7	1.6	1.5	1.6	1.5	1.7	2.2
28. Oklahoma.....	3.6	11.4	6.4	14.3	7.0	4.2	4.5	1.8	1.9	2.2	3.8	1.9	1.3	1.5	2.4	1.8
29. Oregon.....						(²)	4.6	3.2	4.7	4.4	4.6	3.6	2.2	2.1	2.1	1.8
30. Pennsylvania.....	1.0	1.2	1.0	1.1	.9	1.1	.9	1.1	1.2	1.5	1.6	1.4	1.4	1.3	1.6	1.8
31. Rhode Island.....	1.0	.5	0	.2	.3	.9	1.4	.2	1.0	.9	1.3	.2	.8	.4	1.1	1.3
32. South Carolina.....							(²)	.9	1.0	1.6	1.6	1.0	.7	1.0	1.2	1.2
33. Tennessee.....							(²)	.3	.5	.7	.7	.9	.9	.9	.9	.7
34. Utah.....	2.2	1.4	2.1	2.0	2.0	3.3	1.5	1.5	2.0	1.7	2.7	2.2	2.5	2.7	3.5	2.4
35. Vermont.....	2.0	.8	.8	1.6	2.1	2.4	1.3	3.2	3.3	4.5	2.3	3.5	5.5	3.4	1.6	3.1
36. Washington.....	2.7	2.1	2.0	2.2	2.5	3.5	3.1	2.7	2.7	2.9	3.0	2.5	2.8	2.7	2.8	6.6
37. West Virginia.....	(²)	1.9	.4	1.9	1.4	1.3	1.2	2.6	2.3	1.5	3.1	1.7	1.8	2.1	2.9	2.0
38. Wisconsin.....	1.8	1.8	1.9	1.8	2.3	3.0	2.2	2.1	2.5	2.4	2.2	1.4	1.6	1.6	1.8	1.9
39. Wyoming.....	2.1	1.6	1.6	2.0	2.6	2.6	3.1	3.4	3.2	2.8	5.1	2.4	2.8	2.2	2.2	2.2

¹ Cases closed divided by one-half the sum of cases open at the beginning and the end of each month.

² First month for which payments were made under a plan approved by the Social Security Board, but no cases open at the beginning of the month.

³ Federal funds available, but no cases closed this month.

⁴ Base less than 100 cases.

April 1938. This rate for all States varied from a low point of 1.0 in September 1937 to high points of 1.4 in January, March, and April 1937. At no time has the rate of separation in the average State exceeded the rate of accession, although a few States have had higher rates for separations than for accessions. In Kentucky, for example, the rate of separation since September 1937 has exceeded the rate of accession because of lack of State funds. In Texas, on the other hand, a review of the open case load and a more restricted interpretation of eligibility requirements resulted in an increase in the rate of separation, which was greater than the rate of accession in many months of this period. For Mississippi, the separation rate exceeded the accession rate each month from March 1937 through March 1938 as a result of the combined effect of limited State funds and an effort to raise standards of assistance. (See tables 11 and 12.)

Chart XII.—Monthly case turn-over rates for aid to the blind, January 1937–April 1938 (semilogarithmic scale)

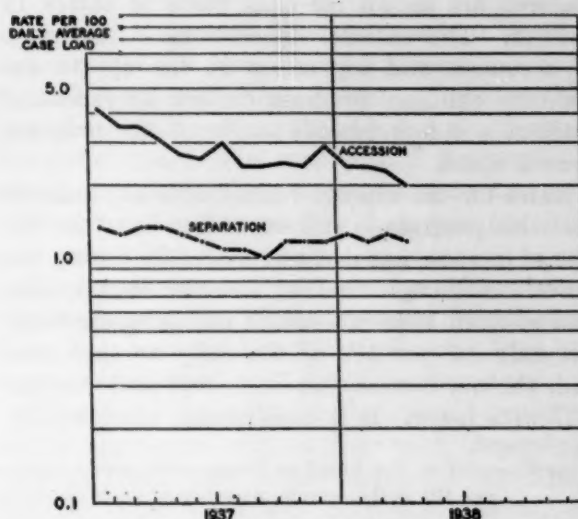


Table 15.—Aid to the blind in States with plans approved by the Social Security Board: Monthly accession rate per 100 daily average number of open cases, by States and by months, January 1937–April 1938

State	Number of cases added during the month per 100 daily average number of open cases ¹															
	1937												1938			
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Median.....	3.4	3.0	2.8	3.2	2.7	2.7	2.7	3.0	2.4	2.9	3.5	3.0	2.3	3.4	3.1	2.6
1. Alabama.....				(¹)	43.3	17.1	25.5	9.1	8.5	10.1	8.2	6.3	7.3	6.2	8.2	3.2
2. Arizona.....	6.4	6	9.8	8.0	10.5	5.4	4.7	11.4	9.5	9.1	5.5	4.2	2.7	4.2	3.8	2.7
3. Arkansas.....	7.2	4.3	4.7	4.6	3.0	4.7	0	.7	1.4	.7	2.0	1.4	.1	.3	1.5	1.0
4. California.....	2.3	2.3	2.9	2.3	2.0	2.6	1.6	1.7	2.1	2.5	3.7	3.7	3.1	3.5	3.3	2.0
5. Colorado.....	2.3	1.8	3.6	3.6	2.7	1.7	1.7	.7	1.2	2.4	3.3	1.4	1.7	1.9	3.5	1.8
6. District of Columbia.....	6.3	6.8	7.1	8.2	5.6	7.4	2.6	5.6	4.8	3.5	5.6	3.2	4.8	4.2	3.5	3.5
7. Florida.....							(¹)	178.6	41.0	23.4	14.7	(¹)	(¹)	155.6	60.7	36.3
8. Georgia.....							2.2	2.9	1.5	1.1	2.6	8.8	7.5	7.4	1.9	3.2
9. Idaho.....	1.9	.8	2.2	2.6	1.8	1.1	2.2	2.9	1.5	1.1	2.6	2.1	2.1	.7	1.1	.7
10. Indiana.....	10.0	6.4	8.7	7.7	5.8	1.5	4.7	3.5	4.5	3.2	3.0	2.4	2.2	2.6	2.4	2.7
11. Iowa.....								(¹)	(¹)	89.5	(¹)	102.2	63.2	27.2	8.7	5.8
12. Kansas.....								(¹)	(¹)	39.6	31.4	17.5	13.9	5.3	9.3	9.3
13. Louisiana ²							(¹)	173.3	75.3	12.4	4.2	5.1	4.1	4.1	5.2	3.3
14. Maine.....	1.9	0	1.5	2.9	3.7	4.0	2.8	2	0	.6	0	1.0	1.2	13.3	.5	.9
15. Maryland.....	4.0	4.1	4.4	1.8	1.7	2.0	2.2	2.0	1.5	2.5	2.2	2.6	1.1	3.2	1.9	2.2
16. Massachusetts.....	2.6	3.3	.9	2.8	2.7	2.4	3.0	2.7	2.5	2.2	2.2	2.1	2.4	3.3	2.8	3.3
17. Michigan.....	14.4	7.9	15.2	11.5	8.2	6.7	5.4	5.1	6.5	3.7	2.9	3.9	4.1	3.4	3.5	3.6
18. Minnesota.....							(¹)	(¹)	(¹)	(¹)	.4	1.4	2.6	9.6	8.7	6.6
19. Montana.....												(¹)	(¹)	(¹)	(¹)	(¹)
20. Nebraska.....	4.1	4.2	2.6	4.1	2.5	2.2	2.0	3.0	1.4	1.7	3.3	3.1	2.3	3.4	2.6	1.6
21. New Hampshire.....	1.1	2.9	2.1	2.5	1.8	2.8	0	1.8	.4	1.8	.3	2.8	1.0	1.0	.3	.3
22. New Jersey.....	4.2	4.3	.4	2.0	.6	3.6	1.9	2.3	1.3	.8	4.2	3.0	0	3.0	2.2	2.6
23. New Mexico.....	3.4	4.7	5.8	5.6	4.7	2.3	1.7	1.8	1.7	2.9	5.0	7.8	2.0	2.9	2.4	2.0
24. New York.....				(¹)	(¹)	(¹)	(¹)	6.2	6.6	7.3	5.8	6.5	4.2	3.6	4.1	3.1
25. North Carolina.....							(¹)	66.5	33.7	17.0	14.7	5.4	2.5	3.4	4.4	3.8
26. North Dakota.....	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	8.0	1.9
27. Ohio.....	2.1	2.1	2.2	2.0	2.1	2.0	2.2	2.3	1.8	1.3	1.4	1.6	1.1	2.0	1.6	2.5
28. Oklahoma.....	(¹)	(¹)	64.4	37.1	27.2	19.0	17.8	4.5	4.0	3.1	3.9	3.3	2.5	4.7	1.5	.5
29. Oregon.....	7.0	5.5	7.5	6.9	4.3	4.0	3.2	1.9	1.7	2.9	1.4	2.1	1.2	1.4	3.2	2.7
30. Pennsylvania.....	2.5	2.3	2.4	2.4	2.6	2.7	1.4	2.2	1.7	1.2	2.0	1.7				
31. South Carolina.....								(¹)	121.9	60.6	34.4	29.1	14.1	10.6	6.3	8.0
32. South Dakota.....													(¹)	(¹)	(¹)	55.8
33. Tennessee.....							(¹)	168.9	57.7	27.0	23.9	15.5	11.6	15.1	12.6	11.6
34. Utah.....	4.8	1.6	2.8	2.3	2.3	2.7	.4	4.4	2.4	2.0	2.4	2.0	.4	1.6	1.7	1.8
35. Vermont.....	2.0	2.7	0	1.3	.7	0	6.6	.6	2.5	3.0	0	0	0	2.0	.7	0
36. Washington.....	3.9	3.0	2.7	4.0	5.7	8.3	5.4	8.0	4.3	3.6	3.8	3.5	2.3	2.7	3.0	.6
37. West Virginia.....	(¹)	(¹)	135.2	53.1	36.3	12.7	8.7	4.0	1.9	2.4	3.8	2.5	1.7	1.4	2.2	.4
38. Wisconsin.....	1.5	2.1	2.3	1.2	.8	2.1	1.4	1.1	1.2	1.5	1.6	1.6	1.3	1.2	1.1	1.4
39. Wyoming.....	1.6	2.7	0	1.1	.5	1.1	.6	0	1.1	1.2	1.2	.6	1.2	3.0	5.3	0

¹ Cases opened divided by one-half the sum of cases open at the beginning and the end of each month.

² First month for which payments were made under a plan approved by the Social Security Board, but no cases open at the beginning of the month.

³ Federal funds available, but no cases added this month.

⁴ Base less than 100 cases. ⁵ Federal funds available from January 1937.

⁶ Data not available.

Aid to Dependent Children

Case turn-over rates for aid to dependent children are shown for each State in tables 13 and 14. The unusual fluctuations in the rates of accession and separation in the aid to dependent children program cannot be explained without a comprehensive study of the program in each State.

Rates for the average State (table 10) indicate that this program is still expanding but that the rate of increase has declined markedly during the period. Although the net increase in the case load in April 1938 (accessions minus separations) was only 1.5 per 100 of the daily average case load, the net increases in June 1937 and October 1937 were lower. It is questionable whether any

average for the program for aid to dependent children throughout the country is of any value because of wide variation in State practice.

Aid to the Blind

The rates of accession and separation for aid to the blind declined during the 16-month period, although the accession rate was more stable than those for old-age assistance and aid to dependent children. Marked fluctuations in the rates of accession and separation in the aid to the blind program are to be found in the 24 States administering this program during the entire period. The net increase in the case load of this program was as high as 2.4 per 100 of the daily average case load in February 1938 and as low as 0.9 per 100 in June 1937.

Table 16.—Aid to the blind in States with plans approved by the Social Security Board: Monthly separation rate per 100 daily average number of open cases, by States and by months, January 1937–April 1938

State	Number of cases closed during the month per 100 daily average number of open cases ¹															
	1937												1938			
	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Median.....	1.6	1.4	1.3	1.5	1.6	1.8	1.2	1.1	1.2	1.5	1.2	1.1	1.2	1.0	1.2	1.3
1. Alabama.....				(²)	3.3	1.5	1.2	.7	10.2	1.3	1.8	.6	1.9	1.3	1.0	.7
2. Arizona.....	1.8	18.0	1.3	6.2	.6	1.1	2.1	3.0	0	1.2	.8	6.2	1.2	3.0	4.2	2.7
3. Arkansas.....	.5	1.8	.6	.6	1.3	2.7	1.0	.7	2.0	1.6	1.9	3.5	1.3	.6	1.2	2.5
4. California.....	1.5	1.4	2.0	1.0	1.2	1.2	1.3	1.0	.9	1.2	1.3	1.1	1.2	1.6	2.4	1.8
5. Colorado.....	3.5	11.6	2.9	3.6	1.9	2.5	1.2	.8	1.2	5.0	1.9	2.1	1.4	1.0	1.2	2.0
6. District of Columbia.....	.9	0	.8	1.5	2.1	.7	1.3	1.2	1.8	0	.6	1.1	3.7	.5	2.0	.5
7. Florida.....												(³)	(³)	.9	.4	.5
8. Georgia.....							(³)	0	0	.8	.7	.6	2.1	.6	.2	.8
9. Idaho.....	1.9	.8	1.1	1.1	1.8	2.2	1.1	2.9	.7	2.2	.4	.4	1.8	.7	2.8	1.4
10. Indiana.....	3.2	2.3	1.9	1.3	1.7	.8	1.4	1.6	1.0	1.2	.9	.8	.6	1.7	1.0	1.0
11. Iowa.....											(³)	0	.5	.4	.5	.8
12. Kansas.....								(³)	(³)	4.3	.3	1.2	.8	.8	1.2	.4
13. Louisiana.....							(³)	0	4.0	1.3	.8	.9	.7	.3	.6	.2
14. Maine.....	1.0	1.8	2.8	3.0	1.5	2.3	1.6	2.3	0	1.6	0	2.3	1.0	.6	.9	1.2
15. Maryland.....	3.2	1.9	2.2	1.8	2.8	2.4	2.0	1.4	1.8	3.4	4.8	3.3	2.7	.5	.7	.5
16. Massachusetts.....	2.4	2.2	1.7	3.6	1.6	1.7	2.0	1.3	1.6	4.9	1.2	2.1	1.6	1.2	1.7	1.4
17. Michigan.....	1.6	4.2	9.4	4.5	2.8	3.5	6.2	5.2	7.9	4.6	5.2	6.5	4.1	1.7	2.2	3.1
18. Minnesota.....							.4	.6	.4	.6	2.8	2.2	.6	1.0	1.2	1.0
19. Montana.....													(³)	(³)	(³)	(³)
20. Nebraska.....	3.5	1.7	1.9	1.1	1.1	1.8	1.6	.9	.7	6.4	2.9	2.5	1.4	2.1	1.2	3.2
21. New Hampshire.....	.7	1.1	.7	1.8	1.0	2.4	1.8	1.4	.4	.7	.3	.3	.3	.3	1.7	1.4
22. New Jersey.....	1.6	.6	0	1.4	1.2	1.2	.6	.8	0	1.7	.2	1.1	.9	.4	.7	1.7
23. New Mexico.....	2.0	2.7	1.3	.6	1.8	1.2	3.5	1.2	.6	1.1	0	.5	.5	1.5	1.9	2.9
24. New York.....				(³)	(³)	(³)	(³)	6.7	2.8	3.8	2.4	3.0	2.3	1.6	3.0	2.2
25. North Carolina.....				(³)	(³)	(³)	(³)	0	.9	1.8	2.7	1.0	2.4	3.9	1.5	1.8
26. North Dakota.....	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)	1.0	0
27. Ohio.....	1.2	1.1	1.3	2.2	1.4	2.2	1.9	1.7	1.1	1.5	1.2	1.6	1.2	1.1	1.4	1.6
28. Oklahoma.....	(³)	(³)	.2	.1	.1	.7	.7	.3	.5	.8	.8	.7	.6	2.6	.8	.7
29. Oregon.....	1.2	2.9	1.4	2.1	1.8	2.0	1.2	1.7	2.9	1.0	1.2	1.9	.7	.8	1.8	2.5
30. Pennsylvania.....	1.1	.9	1.3	.9	1.2	1.2	.9	.7	.7	.8	.9	.9				
31. South Carolina.....								(³)	13.3	4.0	2.3	1.7	.7	1.4	.6	1.0
32. South Dakota.....													(³)	(³)	(³)	0
33. Tennessee.....							(³)	0	.4	0	.8	.5	.4	.7	.5	.3
34. Utah.....	2.0	2.0	1.2	1.9	2.3	2.3	3.5	3.6	3.2	3.6	1.2	1.6	2.4	1.2	9.3	3.1
35. Vermont.....	2.0	.7	.7	1.3	.7	.7	.6	0	.6	0	1.2	8.2	1.3	0	1.3	4.0
36. Washington.....	1.0	1.1	.8	13.7	5.6	1.5	1.9	1.2	1.4	2.6	1.4	.9	1.5	1.0	1.5	2.9
37. West Virginia.....	(³)	(³)	0	1.5	1.4	.5	1.0	.6	1.4	3.2	2.4	.9	2.0	2.1	1.6	.9
38. Wisconsin.....	2.6	2.7	2.0	1.9	1.6	1.9	1.6	1.2	1.3	1.5	1.2	1.6	1.4	1.7	1.2	1.7
39. Wyoming.....	2.2	.5	.5	1.6	2.7	2.2	.6	1.1	2.3	3.5	1.8	3.0	1.8	1.2	1.8	1.2

¹ Cases closed divided by one-half the sum of cases open at the beginning and the end of each month.

² First month for which payments were made under a plan approved by the Social Security Board, but no cases open at the beginning of the month.

³ Federal funds available, but no cases closed this month.

⁴ Base less than 100 cases.

⁵ Federal funds available from January 1937.

⁶ Data not available.

RELIEF IN URBAN AREAS*

FOR MAY 1938

During May 1938 a total of \$114.1 million was expended in 116 urban areas for relief to cases from public and private funds and for earnings of persons certified as in need of relief employed on projects of the Works Progress Administration. This sum was \$1.7 million larger than the amount expended in the previous month. The rise of 1.4 percent, however, represents the smallest percentage increase for any month since the current upward trend began in September 1937.

The amount of relief distributed from private funds was \$904,304 in May and constituted a slightly smaller proportion of the total than in the previous month.

The total amount of relief provided from public funds was \$113.2 million. Of this amount only the expenditure for general relief—\$26.1 million—

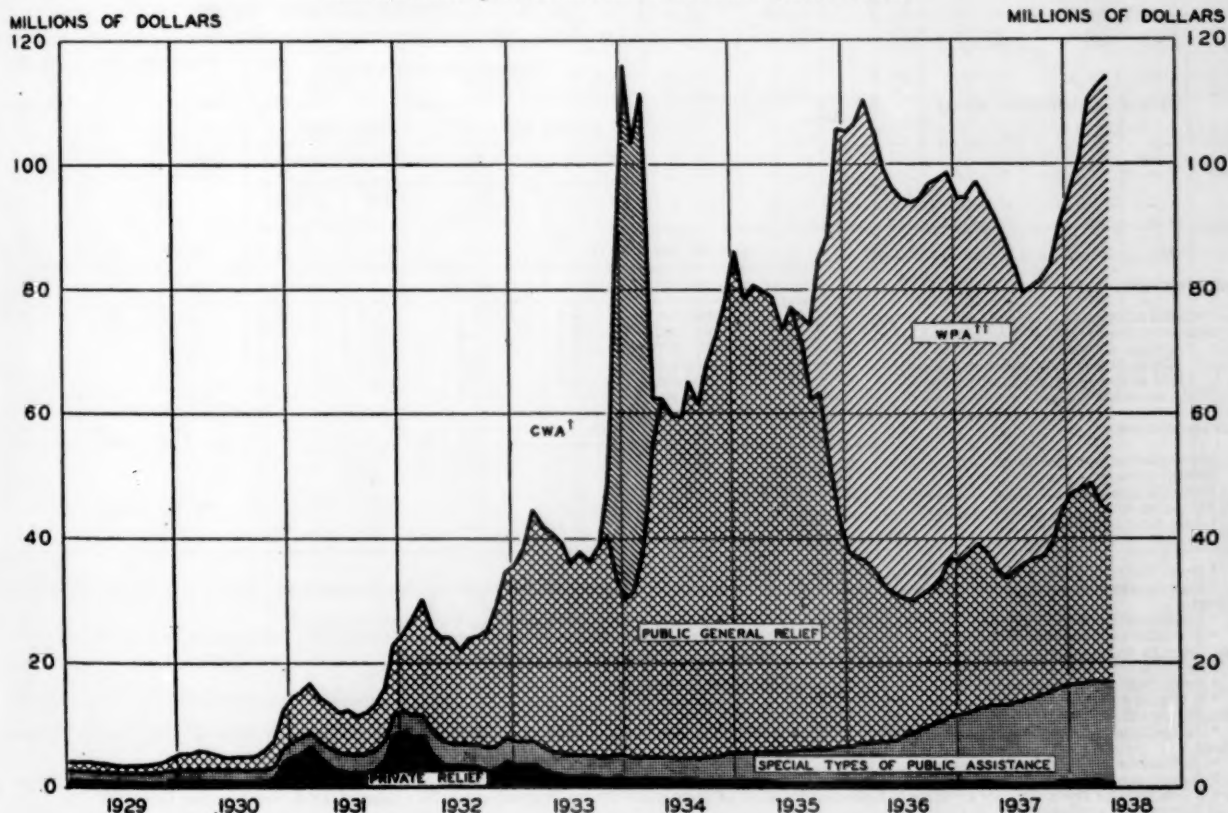
represented a decrease from the previous month. As a result of this decrease of 7.3 percent, amounting to almost \$2 million, the total spent for this type of aid was less than that for any month since November 1937. The decline from the previous month in the number of cases aided—5.2 percent—was somewhat smaller than that for obligations incurred.

The largest increase—5.3 percent—occurred in earnings under the Works Progress Administration; these amounted to \$70.9 million in May, an increase of more than \$3.5 million from April.

Obligations incurred for the special types of public assistance—aid to the aged, dependent children, and the blind—amounted to \$16.2 million. This total was only 1.2 percent, or approximately \$200,000, larger than that for the same types of aid in the previous month. The largest percentage increase was that for aid to the blind, but this was only 1.5 percent.

*Prepared in the Bureau of Research and Statistics, Division of Public Assistance Research.

Chart I.—Relief in 116 urban areas in the United States



†Earnings under Civil Works Administration of all persons employed under the program including the administrative staff.

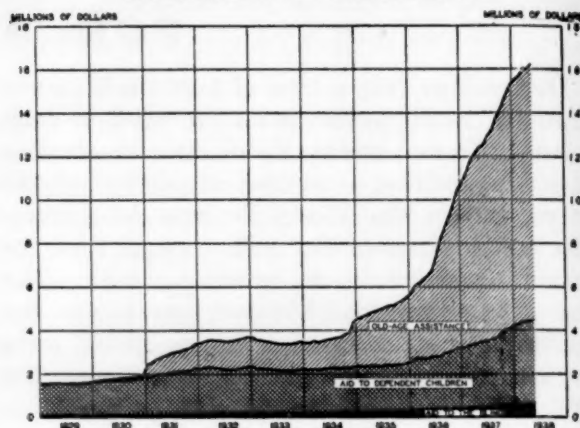
††Earnings under Works Progress Administration of persons employed on projects within the areas and certified as in need of relief.

Earnings under the Works Progress Administration constituted 62.1 percent of total expenditures in May as against 59.9 in April. General relief from public funds, which accounted for a quarter of the expenditures in April, comprised about 23 percent in May.

Comparison of data for May 1938 with the total amount of obligations incurred for relief in May 1937 shows an increase of \$22.2 million, or about 24 percent. Expenditures increased between these two periods for every type of relief except general relief from private funds. For this type of assistance the decline of 0.9 percent amounted to less than \$30,000.

Between May 1937 and May 1938, the largest percentage increase—29.5 percent—occurred in the amount expended for the special types of public assistance. This represented an increase of almost \$3.7 million, of which the largest part, or \$2.7 million, was for old-age assistance. During

Chart II.—Special types of public assistance in 116 urban areas in the United States



this same period earnings on Works Progress Administration projects increased over \$14 million, or 25 percent; and general relief, \$4.3 million, or 19.8 percent. The proportions represented by

Table 1.—Relief in 116 urban areas: ¹ Amount, cases aided, percentage change, and percentage distribution by type of administrative agency compared with previous month and same month of previous year, May 1938

[Corrected to July 20, 1938]

Type of administrative agency	Number of cases ¹	Amount of relief	Relief in urban areas, May 1938						
			Percentage change from—				Percentage distribution of relief in—		
			April 1938		May 1937		May 1938 ²	April 1938 ²	May 1937 ²
			In number of cases	In amount of relief	In number of cases	In amount of relief			
Total.....	(⁴)	\$ 114,062,424	(⁵)	+1.4	(⁶)	+24.1	100.0	100.0	100.0
Public agencies.....	(⁴)	7 113,158,120	(⁵)	+1.5	(⁶)	+24.3	99.2	99.1	99.0
General relief ⁷	996,077	26,067,691	-5.2	-7.3	+26.8	+19.8	22.9	25.0	23.7
Special types of assistance ⁸	586,809	16,212,740	+1.3	+1.2	+24.1	+29.5	14.2	14.2	13.6
Old-age assistance.....	493,605	11,712,687	+1.3	+1.3	+25.1	+29.8	10.3	10.3	9.8
Aid to dependent children.....	72,487	3,843,128	+1.0	+1.9	+18.8	+28.1	3.3	3.4	3.3
Aid to the blind.....	20,717	656,925	+2.0	+1.5	+20.1	+33.0	.6	.5	.5
WPA earnings ¹⁰	(¹¹)	70,877,689	(¹¹)	+5.3	(¹¹)	+24.9	62.1	59.9	61.7
Private agencies ¹²	(⁴)	7 904,304	(⁵)	-5.7	(⁶)	-1.1	.8	.9	1.0
Nonsectarian agencies.....	20,872	378,282	-5.0	-5.1	-1.2	-8.4	.3	.4	.5
Jewish agencies.....	7,005	173,924	-9.9	-9.7	+9.8	+5.0	.2	.2	.3
Catholic agencies.....	11,063	198,116	-5.1	-9	-2.0	+7.8	.2	.2	.3
Salvation Army.....	5,409	31,690	-11.6	-10.5	-3.5	-5.5	(¹³)	(¹³)	(¹³)
Other private agencies.....	9,696	122,292	-6.3	-7.8	+6.6	+3.4	.1	.1	.1

¹ From Federal, State, and local funds, administrative expense excluded.

² Case figures incomplete, since certain agencies reporting the amount of relief failed to report the number of cases aided. Detailed figures are available on request.

³ Percentages in this column are based on figures which include estimates amounting to less than 0.2 percent of the total.

⁴ The total number of cases aided by public and private agencies or by either group separately cannot be obtained by adding the figures shown in this column, since in an unknown number of instances cases are receiving relief from more than 1 type of agency.

⁵ Includes estimates amounting to \$169,512.

⁶ Percentage change not computed. For further explanation see footnote 4.

⁷ It should be noted that public agencies administered \$643 of private funds, while private agencies administered \$19,501 of public funds, so that the total amounts contributed from public and private sources, respectively, were \$113,176,978 and \$885,446.

⁸ Obligations incurred for relief extended to cases during the month. Includes direct and work relief and statutory aid to veterans administered on the basis of need.

⁹ Obligations incurred for payments to and in behalf of recipients for the month.

¹⁰ Earnings of persons employed on projects within the area and certified as in need of relief for all pay-roll periods ended during the month. Separate figures are not available for these areas for earnings of those employed on projects of the Works Program other than those of the Works Progress Administration.

¹¹ Figures not available.

¹² Obligations incurred for relief extended to cases during the month. Includes direct and work relief and aid to veterans.

¹³ Less than 0.1 percent.

Table 2.—Relief in 116 urban areas: ¹ Amount, source of funds, and percentage change from previous month and same month of previous year, by cities, May 1938

[Corrected to July 20, 1938]

State and city	Territory included	Relief in 116 urban areas, May 1938								
		Total	Public funds				Private funds—obligations incurred ¹	Percentage change from—		
			Obligations incurred for—					April 1938	May 1937	
			General relief ²	Old-age assistance ³	Aid to dependent children ⁴	Aid to the blind ⁵				WPA earnings ⁶
Alabama:										
Birmingham	County	\$540,023	\$7,214	\$24,023	\$20,914	\$833	\$457,021	\$18	+14.7	+40.8
Mobile	do	123,602	881	8,007	1,849	165	112,393	307	+1.1	+33.2
California:										
Los Angeles	do	5,167,288	1,412,173	1,501,174	147,714	133,724	1,943,522	28,981	+1.8	+2.2
Oakland	do	1,378,816	278,414	214,427	40,136	20,745	821,700	3,394	-1.8	+26.2
Sacramento	do	261,475	44,147	93,850	16,142	6,685	99,366	1,285	-6.7	+30.7
San Diego	do	651,638	120,822	191,392	18,449	8,298	312,029	648	-2.1	+4.0
San Francisco	do	1,660,626	397,406	271,896	40,918	19,947	912,337	18,122	-2.6	+16.2
Colorado: Denver	do	650,245	61,504	267,766	36,078	3,183	279,237	2,477	+2	+13.3
Connecticut:										
Bridgeport	City	453,194	\$32,183	26,731	3,263	97	367,367	\$3,553	+5.6	+53.3
Hartford	do	272,135	\$63,871	44,516	7,712	336	138,881	\$16,819	-1.2	+29.8
New Britain	do	100,801	\$23,450	10,550	2,668	82	63,697	354	+5.4	+30.3
New Haven	do	566,949	\$62,361	43,896	8,007	232	448,461	3,992	+4.9	+50.2
Delaware: Wilmington	County	170,314	24,213	16,019	11,595		113,934	4,553	-4.8	+38.5
District of Columbia:										
Washington	City	622,468	61,737	78,394	58,771	5,339	404,119	\$14,108	-1.0	+16.2
Florida:										
Jacksonville	County	258,039	6,734	42,154	4,383	2,333	201,742	693	+5.9	+75.5
Miami	do	112,763	5,531	36,842	6,510	884	59,217	\$3,779	-1.6	+54.5
Georgia: Atlanta	do	655,803	22,953	29,621	17,143	1,713	580,186	4,187	+13.7	+77.9
Illinois:										
Chicago	do	9,363,800	2,327,675	897,162	80,241	68,715	\$5,897,808	92,199	-.8	+38.4
Springfield	do	204,177	47,198	31,377	1,800	4,035	117,107	2,660	+6	+23.4
Indiana:										
Evansville	do	362,523	29,708	21,361	17,975	1,419	291,514	546	+3.9	+63.4
Fort Wayne	do	274,731	17,100	23,542	17,628	1,259	213,319	\$1,883	-.5	+63.4
Indianapolis	do	1,113,439	120,078	90,370	57,934	5,819	831,306	7,932	+4	+40.2
South Bend	do	373,889	56,131	21,505	14,836	788	280,252	377	-1	+64.5
Terre Haute	do	401,368	13,688	29,476	11,877	1,675	344,002	650	+1.7	+49.5
Iowa:										
Des Moines	do	493,700	47,582	76,949	3,559	4,033	360,492	\$1,085	-3.3	+53.7
Sioux City	do	209,611	42,695	28,703	3,555	1,265	132,916	477	+4	+25.9
Kansas:										
Kansas City	do	291,149	30,674	22,194	9,066	1,233	227,799	163	+4.5	+20.8
Topeka	do	124,549	10,711	14,141	7,347	974	91,125	251	-8.8	+22.0
Wichita	do	196,281	31,753	27,690	11,281	1,308	123,729	520	+1.5	+29.4
Kentucky: Louisville	City	281,050	19,848	22,776	7,280		226,139	\$5,007	+5.0	+99.2
Louisiana:										
New Orleans	Parish	1,013,877	42,620	46,991	62,687	2,727	848,379	\$10,473	-2.0	+3.3
Shreveport	do	29,065	6,594	9,150	7,806	184	4,736	595	+1.9	+41.6
Maine: Portland	City	117,181	\$25,828	12,535	3,037	1,539	73,115	1,127	-5.5	+18.8
Maryland: Baltimore	do	780,486	155,119	161,676	142,709	8,235	\$294,100	18,647	-1.8	-13.2
Massachusetts:										
Boston	do	2,721,653	463,620	333,962	188,380	6,686	1,649,840	\$79,165	+5.1	+4.0
Brockton	do	398,520	30,023	48,697	6,025	561	309,757	3,457	+7.6	+36.8
Cambridge	do	276,733	76,578	33,256	14,807	970	148,163	2,959	-15.5	+45.1
Fall River	do	324,400	55,434	49,682	11,672	802	206,741	69	-13.4	-33.0
Lawrence	do	223,909	55,802	37,117	5,320	510	123,479	1,681	+8.8	-66.6
Lowell	do	392,065	88,534	57,622	12,399	850	230,749	1,911	+11.1	+37.5
Lynn	do	336,541	44,182	63,468	7,655	502	217,601	\$3,133	+14.5	+42.8
Malden	do	131,177	38,349	26,461	3,839	335	62,176	17	-7.7	+40.0
New Bedford	do	329,316	69,687	67,325	8,549	823	181,399	1,533	+13.5	+59.5
Newton	do	99,230	30,279	14,589	7,422	95	45,099	1,746	+3.8	+39.0
Springfield	do	644,622	114,290	63,459	12,935	566	448,541	\$4,831	-2.0	+13.1
Worcester	do	838,567	192,543	71,326	18,116	756	\$550,262	5,564	+2.5	+37.2
Michigan:										
Detroit	County	6,326,863	1,394,480	268,910	328,287	3,722	4,317,033	\$14,431	+13.8	+244.1
Flint	do	852,005	253,019	54,888	19,459	451	523,927	261	+22.0	+357.7
Grand Rapids	do	739,527	55,978	100,467	\$33,878	1,215	547,140	\$849	+11.2	+118.8
Pontiac	do	625,927	176,648	50,915	21,224	249	376,825	66	+3.0	+318.0
Saginaw	do	280,179	49,408	31,146	12,382	135	186,437	671	-10.7	+223.8
Minnesota:										
Duluth	do	726,485	121,999	103,620	23,844	1,697	471,297	4,028	+3.6	+39.8
Minneapolis	City	1,549,017	345,106	\$271,077	\$4,576	\$3,141	\$895,537	8,580	-4.4	+16.0
St. Paul	County	852,933	205,444	107,627	13,895	2,001	518,621	5,345	-9.8	+4.3
Missouri:										
Kansas City	City	793,780	57,995	\$127,328	\$5,160	\$10,517	\$750,271	\$12,509	+8.6	+53.7
St. Louis	City and county	2,123,896	132,588	185,261	29,255	\$18,673	1,738,430	19,689	+0.0	+54.2
Nebraska: Omaha	County	659,020	\$7,008	66,988	22,037	2,152	551,100	\$9,735	+4.9	+21.4
New Jersey:										
Jersey City	City	1,135,086	202,923	22,642	19,041	1,070	\$888,815	595	+4.4	-9.3
Newark	do	1,721,490	444,852	47,933	60,286	1,665	\$1,162,750	4,004	-1.4	+22.7
Trenton	do	396,243	85,237	14,341	10,560	605	\$283,743	1,757	-.9	+12.9

See footnotes at end of table.

Table 2.—Relief in 116 urban areas: ¹ Amount, source of funds, and percentage change from previous month and same month of previous year, by cities, May 1938—Continued

[Corrected to July 20, 1938]

		Relief in 116 urban areas, May 1938							
State and city	Territory included	Total	Public funds				Private funds—obligations incurred ⁴	Percentage change from—	
			Obligations incurred for—					April 1938	May 1937
			General relief ¹	Old-age assistance ²	Aid to dependent children ³	Aid to the blind ⁵	WPA earnings ⁶		
New York:									
Albany	City	\$204,787	\$39,109	\$12,647	\$3,478	\$716	\$147,461	\$1,976	-1.4
Buffalo	County	1,604,935	790,643	92,191	55,980	4,224	646,336	15,561	+2.5
New Rochelle	City	101,050	57,896	9,812	6,464	144	26,549	185	-6.2
New York	do.	21,175,892	7,302,492	1,290,702	927,395	32,023	11,432,606	190,674	-2.6
Niagara Falls	do.	104,213	52,839	5,763	5,555	15	39,199	842	-5.4
Rochester	do.	768,628	322,774	88,023	33,474	1,873	318,405	4,079	-1.9
Syracuse	do.	504,795	190,513	44,189	6,198	893	258,773	4,229	-9
Utica	do.	211,905	56,322	22,975	11,519	209	118,418	2,462	-1.3
Yonkers	do.	323,369	98,976	22,194	16,801	396	183,013	1,989	-1.5
North Carolina:									
Asheville	County	116,008	3,199	15,055	6,436	905	90,413	540	+7.4
Charlotte	do.	77,232	10,579	4,634	1,042	50,074	12.2	540	+114.2
Greensboro	do.	71,279	512	15,360	8,208	1,319	45,827	53	+64.7
Winston-Salem	do.	89,925	5,212	4,199	1,000	64,084	4.61	83	+51.2
Ohio:									
Akron	do.	1,290,024	63,225	74,403	22,352	1,800	1,125,780	2,464	+9.3
Canton	do.	581,180	68,703	73,820	11,163	2,028	425,395	71	+7.7
Cincinnati	do.	1,351,303	267,308	180,629	37,489	5,353	842,170	18,354	-9.4
Cleveland	do.	4,976,217	569,117	198,787	93,549	6,978	4,073,264	34,522	+8.0
Columbus	do.	882,667	100,357	145,269	20,601	5,518	609,035	1,887	-1.9
Dayton	do.	684,533	109,694	101,756	15,812	2,420	453,577	1,274	+2.5
Springfield	do.	209,350	48,542	52,498	5,692	1,568	100,500	550	+7.0
Toledo	do.	1,492,484	177,787	110,590	23,531	3,940	1,175,918	718	+3.6
Youngstown	do.	649,350	60,112	32,858	15,302	2,490	518,225	363	+2.8
Oklahoma: Tulsa	do.	207,808	9,211	68,354	13,883	1,553	108,023	6,784	-5.2
Oregon: Portland	do.	666,148	105,021	147,951	15,062	4,950	391,620	1,544	-7
Pennsylvania:									
Allentown	do.	329,662	41,517	30,569	9,807	5,338	241,646	785	+2.9
Altoona	do.	347,047	63,111	35,931	10,827	5,904	230,472	802	+4.8
Bethlehem	do.	323,412	40,441	28,130	10,427	4,639	238,990	785	+1.5
Chester	do.	376,060	53,246	35,698	10,799	6,948	267,642	1,727	+16.9
Erie	do.	411,782	59,973	52,246	13,672	7,339	278,506	46	+4.4
Johnstown	do.	475,440	120,281	42,029	17,061	6,465	289,172	432	+16.8
Philadelphia	do.	4,121,485	2,325,268	350,918	97,175	65,781	1,233,567	48,776	-3
Pittsburgh	do.	3,699,295	1,067,677	262,827	100,261	35,578	2,209,729	23,223	+4.9
Reading	do.	434,575	80,370	46,306	11,104	9,180	286,305	1,310	+3.6
Scranton	do.	1,124,571	133,164	56,371	26,710	8,696	896,294	3,336	-1.4
Wilkes-Barre	do.	1,564,528	312,945	65,085	37,927	12,785	1,133,985	1,801	+4.2
Rhode Island: Providence	City	857,148	110,780	51,933	17,400	671,046	5,989	448	+1.8
South Carolina: Charleston	County	123,360	2,777	15,653	5,501	837	98,144	833	+1.1
Tennessee:									
Knoxville	do.	129,444	4,438	17,881	15,035	843	90,195	152	+4.1
Memphis	do.	199,612	1,383	38,901	21,234	3,707	130,703	3,684	-3.5
Nashville	do.	145,175	2,184	22,956	17,764	2,093	99,345	833	-1
Texas:									
Dallas	do.	301,148	20,392	56,098	978	188,779	4,301	3,301	+3.3
El Paso	do.	64,090	182	10,969	—	52,655	284	284	+15.2
Fort Worth	do.	274,262	16,001	62,150	—	195,725	386	386	+4.4
Houston	do.	265,101	23,891	69,452	—	169,215	2,543	2,543	-1.8
San Antonio	do.	211,705	59,986	—	—	148,184	3,535	3,535	+4.0
Utah: Salt Lake City	do.	371,843	37,380	105,245	25,381	1,214	187,769	14,851	-3.1
Virginia:									
Norfolk	City	67,036	4,248	—	591	61,284	913	913	-4.1
Richmond	do.	124,778	27,061	—	923	91,447	5,347	5,347	-7
Roanoke	do.	32,098	3,369	—	—	28,729	—	—	-7.5
Washington:									
Seattle	County	1,067,005	119,457	226,402	35,278	9,547	670,501	5,820	-8.9
Tacoma	do.	445,769	22,307	88,897	20,676	3,309	310,580	—	-12.2
West Virginia: Huntington	do.	183,851	14,574	10,858	5,156	697	152,414	152	+2.0
Wisconsin:									
Kenosha	do.	290,249	29,581	19,068	13,868	1,415	196,248	69	+4.0
Madison	do.	230,179	20,079	39,495	15,240	1,117	154,048	200	-3.1
Milwaukee	do.	2,169,588	326,764	151,586	87,433	7,880	1,580,298	15,627	+1.6
Racine	do.	209,805	28,963	23,079	15,350	683	140,627	1,103	+2.9

¹ From Federal, State, and local funds, administrative expense excluded.

² Obligations incurred for relief extended to cases during the month. Includes direct and work relief and statutory aid to veterans administered on the basis of need.

³ Obligations incurred for payments to and in behalf of recipients for the month.

⁴ Earnings of persons employed on projects within the area and certified as in need of relief for all pay-roll periods ended during the month. Separate figures are not available for these areas for earnings of those employed on projects of the Works Program other than those of the Works Progress Administration.

⁵ Obligations incurred for relief extended to cases during the month. Includes direct and work relief and aid to veterans.

⁶ Includes estimate.

⁷ Figures relate to county.

⁸ Figures relate to city.

⁹ Figures relate to Baltimore County as well as to the city of Baltimore.

¹⁰ Estimated.

¹¹ Figures for certain private agencies included here relate to Chesterfield and Henrico Counties as well as to the city of Richmond.

the various types of assistance remained approximately the same, with slightly more than 60 percent of the total provided in the form of earnings on Works Progress Administration projects.

Index of Urban Relief Adjusted for Seasonal Variation

The monthly index of the total amount of relief extended to cases in 116 urban areas adjusted for seasonal variation rose to 139.4 in May 1938, thus reaching the highest peak recorded since January 1929.¹ (See chart III and table 3.) It surpassed the previous high point reached in September 1936 by more than 3 points and, like the figure for that month, primarily reflected increased expenditures by the Works Progress Administration. These figures are free from the usual seasonal influences and indicate the significance of the amount of relief for each month in relation to the average monthly

¹ For a discussion of the significance of seasonal influence in the trend of urban relief, see "A Seasonal Index of Urban Relief," *Social Security Bulletin*, Vol. 1, No. 7 (July 1938), pp. 50-56.

Table 3.—Monthly index of total amount of relief extended to cases in 116 urban areas, adjusted for seasonal variation, January 1929–May 1938

[Average monthly amount, 1935=100]

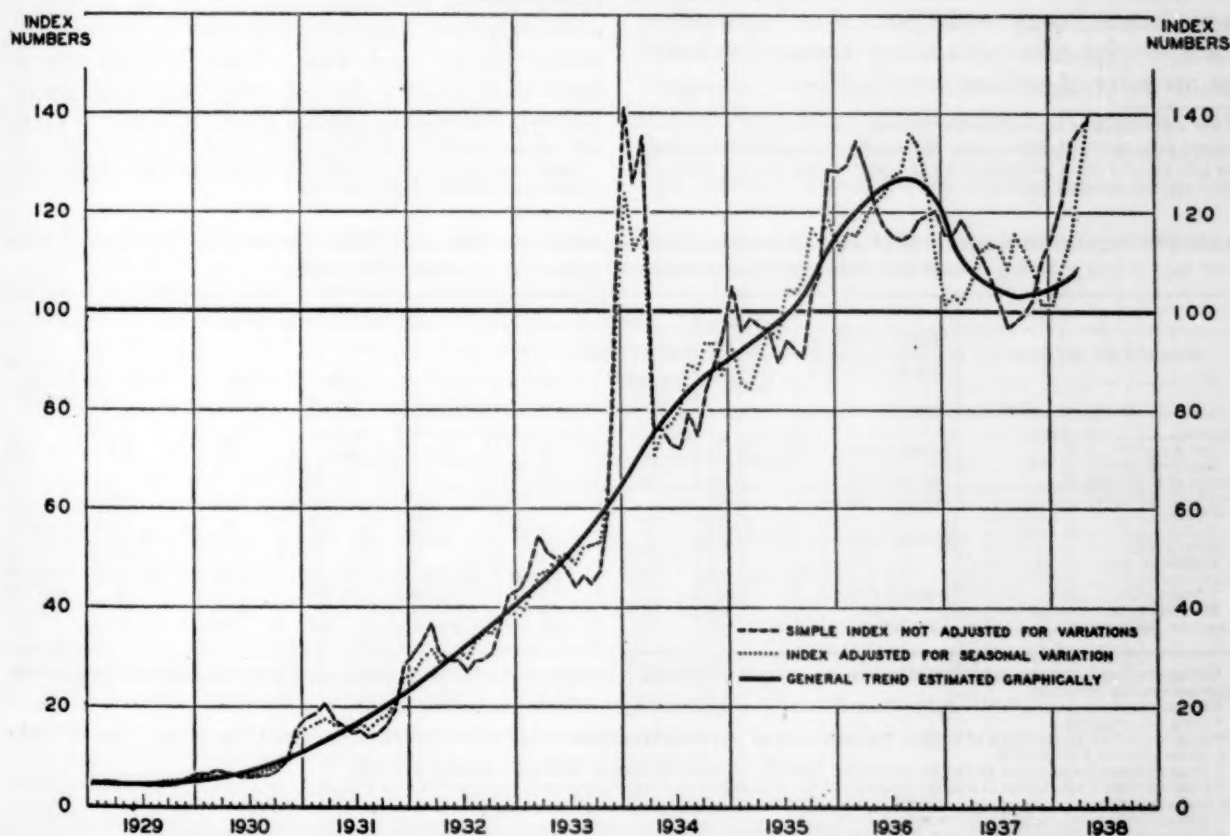
Month	Index of urban relief adjusted for seasonal variation									
	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938
January.....	4.3	5.8	15.7	26.6	38.5	123.9	92.2	112.5	101.4	101.5
February.....	4.4	6.0	16.8	29.4	42.2	112.4	85.5	115.9	103.2	109.4
March.....	4.3	6.2	17.8	31.6	46.7	116.5	84.5	115.5	101.8	115.5
April.....	4.3	6.4	16.3	29.0	47.4	71.0	90.2	119.4	106.6	127.3
May.....	4.5	6.4	16.3	29.5	50.0	70.1	96.4	121.9	112.1	139.4
June.....	4.6	6.3	15.7	31.1	50.8	77.4	95.0	124.1	113.8	-----
July.....	4.6	6.6	16.8	29.9	48.9	80.4	104.3	127.5	113.0	-----
August.....	4.8	7.0	15.7	32.9	52.1	89.2	103.8	128.6	108.8	-----
September.....	5.0	7.7	17.3	35.0	52.7	88.3	106.6	136.1	115.6	-----
October.....	5.1	8.5	18.4	35.0	53.5	93.6	116.9	133.6	112.3	-----
November.....	5.2	9.8	20.9	38.3	63.0	93.7	114.5	126.6	108.7	-----
December.....	5.4	14.2	25.9	39.0	97.0	87.2	118.5	110.8	101.6	-----

amount expended during 1935 for relief in these 116 urban areas.

The monthly index adjusted for seasonal variation also shows an increase of 9.5 percent from April to May 1938, in sharp contrast to the increase of only 1.4 percent shown by the unadjusted figures for these months.

Chart III.—Trends of relief in 116 urban areas, January 1929–May 1938

[Average monthly amount for 1935=100]



Effect of Unemployment Compensation Upon General Relief Case Loads

Reports on the effect which the payment of unemployment compensation has had on general relief rolls are, so far, fragmentary and must be considered preliminary. In considering this question, it must be emphasized at the outset that the area of overlapping between these two programs—unemployment compensation and general relief—probably is not great. In other words, the number receiving both unemployment compensation and general relief during a period of unemployment is small in relation both to the total number of persons receiving unemployment benefits and to the total number of general relief cases. Data are available for certain cities or counties and for the State of Pennsylvania concerning the number of general relief cases closed or opened because of the receipt or cessation of unemployment compensation. Some information also is available as to the number of general relief cases aided during the waiting period for unemployment compensation and the number of cases in which relief is extended to supplement unemployment compensation.² No data are available, however, to show in how many instances the payment of unemployment benefits either delayed or obviated entirely the necessity of seeking general relief.

¹ For a discussion of the relationship between unemployment compensation and relief see "The Relationship Between Unemployment Compensation and Relief From a National Point of View," *Social Security Bulletin*, Vol. 1, No. 6 (June 1938), pp. 7-13.

General Relief Cases Closed Because of the Receipt of Unemployment Compensation

General relief cases closed in the early months of 1938 because of the receipt of unemployment compensation probably are those of workers who had earned the necessary wage credits for unemployment benefits through employment in the spring and summer of 1937 but who became unemployed in the late summer and fall of 1937 and were obliged to seek relief until unemployment benefits were payable in 1938.

In Pennsylvania 48,325 general relief cases were closed during the period February 1 through July 2, 1938, because unemployment compensation was received.³ Over half of these were closed during the months of February and March. (See table 4.) In Baltimore, the only city for which data are available for the 6-month period ending June 30, 505 cases were closed because unemployment compensation was received. Over half this number were closed during February and March. Since that time the number has decreased each month. For 4 cities—Buffalo, New York, Philadelphia, and Pittsburgh—data are available from February 1 to July 1. The largest number of cases closed during this period because of the receipt of unemployment compensation was in Pittsburgh, where 10,521 cases were closed for this reason. New York, with a general relief case load during February of approximately five times that of Pitts-

² Data available in form of weekly statistical releases from Pennsylvania Department of Public Assistance.

Table 4.—Number of general relief cases closed because unemployment compensation was received, in selected cities and the State of Pennsylvania, by months, January-June 1938

State and city or county	Month unemployment compensation first payable	Number of cases receiving general relief ¹	Number of cases closed because unemployment compensation was received						
			January	February	March	April	May	June	Cumulative through June 30
California.....									
Los Angeles ²	January 1938.....	26,996	(³)	(³)	(³)	(³)	407	448	855
San Francisco ²		10,961	(³)	(³)	(³)	(³)	221	297	518
District of Columbia.....	January 1938.....	2,641	(³)	(³)	3	0	0	3	6
Maryland: Baltimore.....	January 1938.....	5,878	8	139	147	118	54	39	505
New York.....									
Buffalo.....	January 1938.....	17,815	(³)	852	980	487	453	430	3,202
New York.....		213,558	(³)	1,395	2,584	823	1,139	1,184	7,125
Rochester.....		8,944	(³)	(³)	53	41	14	39	147
Pennsylvania.....									
Philadelphia.....	January 1938.....	238,487	(³)	13,428	13,388	7,723	5,422	7,650	47,611
Pittsburgh.....		73,648	(³)	1,697	3,398	1,280	1,264	1,231	8,870
Pittsburgh.....		42,464	(³)	3,128	3,214	1,932	1,166	1,081	10,521
Wisconsin: Milwaukee.....	July 1936.....	24,027	(³)	(³)	(³)	239	227	237	703

¹ Number of cases receiving general relief in February 1938 or in the first month for which data are available on number of cases closed because unemployment compensation was received.

² Includes only data on relief to employable cases, which is administered by the State Relief Administration.

³ Data not available.

⁴ New York City Department of Welfare, *Unemployment Insurance and Home Relief in New York City—Memorandum No. 7*, Apr. 13, 1938. Data for 3 weeks only, cumulative to February 26.

⁵ Pennsylvania Department of Public Assistance, *Summary of Public Assistance Statistics*, February-May 1938.

⁶ Pennsylvania Department of Public Assistance, *Statistical Report on General Assistance*, weeks ended June 4, 11, 18, 25, and July 2. Figure estimated from data in these reports.

⁷ Includes estimated figure for the month of June.

⁸ Estimated from data obtained from weekly statistical reports on general assistance of Pennsylvania Department of Public Assistance.

burgh, closed only 7,125 cases because of the receipt of unemployment compensation. The number of cases closed for this reason in Philadelphia also exceeded those closed in New York. In Rochester only 147 cases were closed because unemployment compensation was received.

Data on the number of cases closed in Milwaukee because of the receipt of unemployment compensation are available for 3 months only, although unemployment compensation has been payable in Wisconsin since July 1936. During the 3-month period the number of cases closed for this reason was relatively stable, about 235 cases each month. Only six cases were closed from March through June in the District of Columbia, where a policy of accepting only unemployable cases for general relief, except in case of emergency, minimizes the effect of unemployment compensation upon the general relief case load.

The number of general relief cases closed because of the receipt of unemployment compensation relative to the total number of cases receiving relief and the number closed each month is shown in table 5.

In the State of Pennsylvania, from February through June, the monthly number of cases closed because of the receipt of unemployment compensation ranged from 2.5 to 6.1 per 100 cases receiving relief during the month; in New York City the rate per 100 was less than 1.0 in all months except March, when it was 1.3; and in Pittsburgh it ranged from 2.6 to 8.0 in the 5-month period. The

rates in all areas except Rochester dropped sharply in April and were well below the March peak in subsequent months.

The receipt of unemployment compensation as a reason for closing relief cases is of varying importance in the cities reporting to the Social Security Board. During February and March, however, in all areas the proportions closed for this reason were greater than those in subsequent months. Of the number of cases closed in Buffalo during February and March, over 50 out of each 100 were closed because unemployment benefits were received, but in May and June only 20 in 100 were closed for this reason. Similar decreases occurred during this period in Baltimore, Philadelphia, and Pittsburgh.

General Relief Cases Opened Because of the Cessation of Unemployment Compensation

Data on the number of cases opened when unemployment compensation ceased are less complete thus far than data on closings. In Pennsylvania, from February 1 through July 2, 44,204 relief cases were opened or reopened because unemployment compensation ceased. Until the week ending April 16, the number of general relief cases closed because of the receipt of unemployment compensation exceeded the number of cases opened because of the cessation of benefits. At that time the balance between closings and openings turned in the opposite direction, and openings

Table 5.—Number of general relief cases closed because unemployment compensation was received, per 100 cases receiving relief during the month and per 100 relief cases closed during the month, in selected cities and the State of Pennsylvania, by months, January-June 1938

State and city or county	Number of cases closed because unemployment compensation was received											
	Per 100 cases receiving relief during the month						Per 100 cases closed during the month					
	January	February	March	April	May	June	January	February	March	April	May	June
California:												
Los Angeles ¹	(²)	(²)	(²)	(²)	1.5	1.8	(²)	(²)	(²)	(²)	7.0	8.4
San Francisco ¹	(²)	(²)	(²)	(²)	2.0	3.3	(²)	(²)	(²)	(²)	6.4	7.5
District of Columbia.....	(²)	(²)	0.1	0	0	.1	(²)	(²)	1.2	0	0	.8
Maryland: Baltimore.....	0.1	2.2	2.2	1.8	.9	.6	1.5	21.6	21.4	7.1	7.5	6.5
New York:												
Buffalo.....	(²)	4.8	5.5	2.7	2.5	2.5	(²)	52.9	54.9	33.5	19.7	20.5
New York.....	(²)	4.6	1.3	.4	.6	.6	(²)	(²)	13.0	4.5	6.6	7.9
Rochester.....	(²)	(²)	.6	.5	.2	.4	(²)	(²)	9.0	5.8	1.9	4.5
Pennsylvania, total.....	(²)	5.6	6.1	3.6	2.5	*3.4	(²)	23.5	31.9	14.5	14.9	*17.4
Philadelphia.....	(²)	*2.3	4.6	1.7	1.6	1.6	(²)	*33.8	41.9	19.5	18.3	17.2
Pittsburgh.....	(²)	*7.4	8.0	4.8	3.0	2.6	(²)	*42.4	44.3	19.3	17.4	16.8
Wisconsin: Milwaukee.....	(²)	(²)	(²)	1.0	1.0	1.1	(²)	(²)	(²)	3.8	3.7	4.4

¹ Includes only data on relief to employable cases, which is administered by State Relief Administration.

² Data not available.

* Number of cases closed because unemployment compensation was received for 3 weeks only, cumulative to Feb. 26.

† Number of cases closed because unemployment compensation was received is estimated.

‡ Number of cases closed because unemployment compensation was received and number of cases closed during the month are estimated.

now exceed closings, although the difference is smaller each week. For the week ending July 2 the net increase in the general relief load as a result of the cessation of unemployment compensation was 332.

For five cities—Buffalo, New York, Philadelphia, Pittsburgh, and Rochester—information is available on cases opened because of cessation of unemployment compensation during June. The numbers of these cases per 100 cases receiving relief ranged from 0.3 in New York to 6.4 in Pittsburgh. In all these cities, except New York, 10 or more out of every 100 cases opened were opened because unemployment benefits ceased, and in Pittsburgh the rate was about 32 per 100 cases opened. In New York only 3.4 cases per 100 added during June were opened for this reason.

Relief During the Waiting Period for Unemployment Compensation

The number of cases receiving general relief during the waiting period for unemployment compensation has been reported only for Baltimore and Milwaukee. In both these cities cases receiving assistance during the waiting period for

unemployment compensation comprised approximately 2 percent of the relief load during June.

Relief Granted to Supplement Unemployment Compensation

Six cities—Baltimore, Buffalo, Los Angeles, Milwaukee, New York, and San Francisco—reported for June the numbers of cases in which general relief was extended to a household receiving unemployment compensation at the same time. (See table 6.) The proportion of such cases is small—ranging from 0.7 percent of the cases receiving relief in New York to 4.2 percent in Los Angeles. The largest percentage was reported in Baltimore in March, when 5.7 percent of the total cases receiving general relief also were receiving unemployment compensation.

Similar information is available for the State of Pennsylvania. During the week ended March 26, 4,498 cases, or 2.4 percent of the total, were receiving general relief in addition to unemployment compensation. Since that time there has been a steady decline in the number of these cases. During the week ended June 4, only 3,076 cases, or 1.6 percent of the total, received general relief in addition to unemployment compensation.

Table 6.—Number of cases in which general relief, in addition to unemployment compensation, was received in the same household and percentage of total cases receiving relief, in selected cities, by months, January–June 1938

City or county	Cases in which general relief, in addition to unemployment compensation, was received in the same household											
	January		February		March		April		May		June	
	Number	Percent- age of total number receiving relief	Number	Percent- age of total number receiving relief	Number	Percent- age of total number receiving relief	Number	Percent- age of total number receiving relief	Number	Percent- age of total number receiving relief	Number	Percent- age of total number receiving relief
Baltimore.....	(1)	(1)	(1)	(1)	383	5.7	267	4.0	210	3.4	171	2.7
Buffalo.....	0	(1)	225	1.3	642	3.6	720	4.0	686	3.8	577	3.3
Los Angeles ¹	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	1,052	4.2
Milwaukee.....	138	0.6	327	1.3	75	.3	301	1.7	312	1.9	328	2.1
New York.....	(1)	(1)	517	.2	1,661	.9	1,513	.8	1,389	.8	1,305	.7
San Francisco ²	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	(1)	340	3.8

¹ Data not available.

² Includes only data on relief to employable cases, which is administered by the State Relief Administration.

³ Based on cases open on the last day of month.

⁴ New York City Department of Welfare, *Unemployment Insurance and Home Relief in New York City—Memorandum No. 7*, Apr. 13, 1938. Number of cases receiving supplementation of unemployment compensation for the week ended February 26.

RELIEF IN RURAL AND TOWN AREAS* FOR MAY 1938

Aggregate obligations incurred for four major types of relief in rural and town sample areas decreased 2.9 percent from April to May 1938, thus continuing the decline which began in April. The drop in the amount of relief was concurrent with a decrease of 2.2 percent in the number of cases aided. According to reports received by the Social Security Board from public and private agencies in 385 reporting areas, relief amounting to \$3.3 million was extended to 200,000 cases in May. Reports include all public and private relief extended to cases except earnings under the Works Program and the Civilian Conservation Corps. The population of the sample areas in 1930 was 11.5 percent of the rural and town population of the United States.

The index of aggregate obligations incurred for relief to cases, based on the average monthly amount during the year July 1935-June 1936, was 139.0 for May 1938 as against 121.3 for the

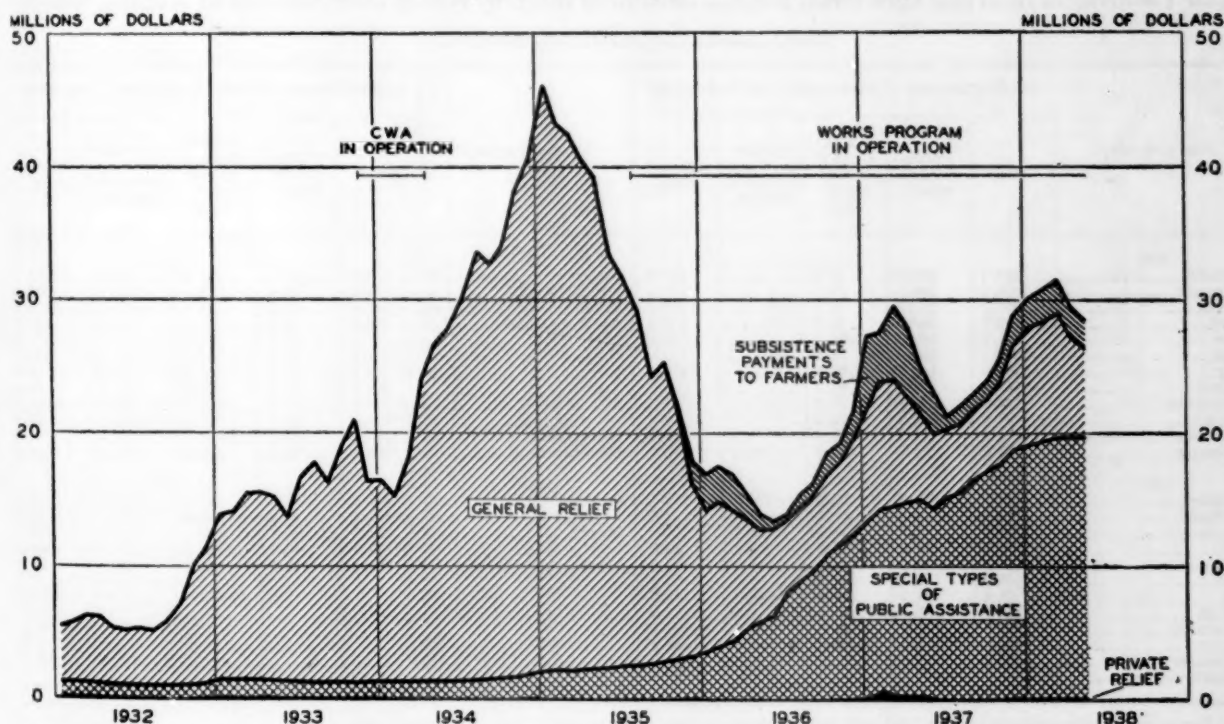
corresponding month of 1937. This represents an increase of approximately 15 percent.

Special types of public assistance constituted slightly more than two-thirds of total obligations incurred in the sample areas for May 1938. Of total payments for the special types of public assistance—old-age assistance, aid to dependent children, and aid to the blind—those made to recipients of old-age assistance were by far the largest part. General relief comprised slightly less than one-fourth of all relief reported, and emergency subsistence payments to farmers accounted for nearly one-tenth. Private relief represented only 0.3 percent of the total.

Obligations incurred for the special types of public assistance increased by a negligible amount from April to May; declines in the amounts for aid to dependent children and aid to the blind were offset by an increase in the amount for old-age assistance. The amounts of obligations incurred for other types of relief declined. The 10.6-percent decrease from April to May in obligations

*Prepared in the Bureau of Research and Statistics, Division of Public Assistance Research.

Chart I.—Obligations incurred for rural and town relief ¹



¹ Data presented in this chart are estimates for the rural and town population of the United States, based upon the sample series.

Chart II.—Index of obligations incurred for rural and town relief

[Average monthly amount, July 1935-June 1936=100]

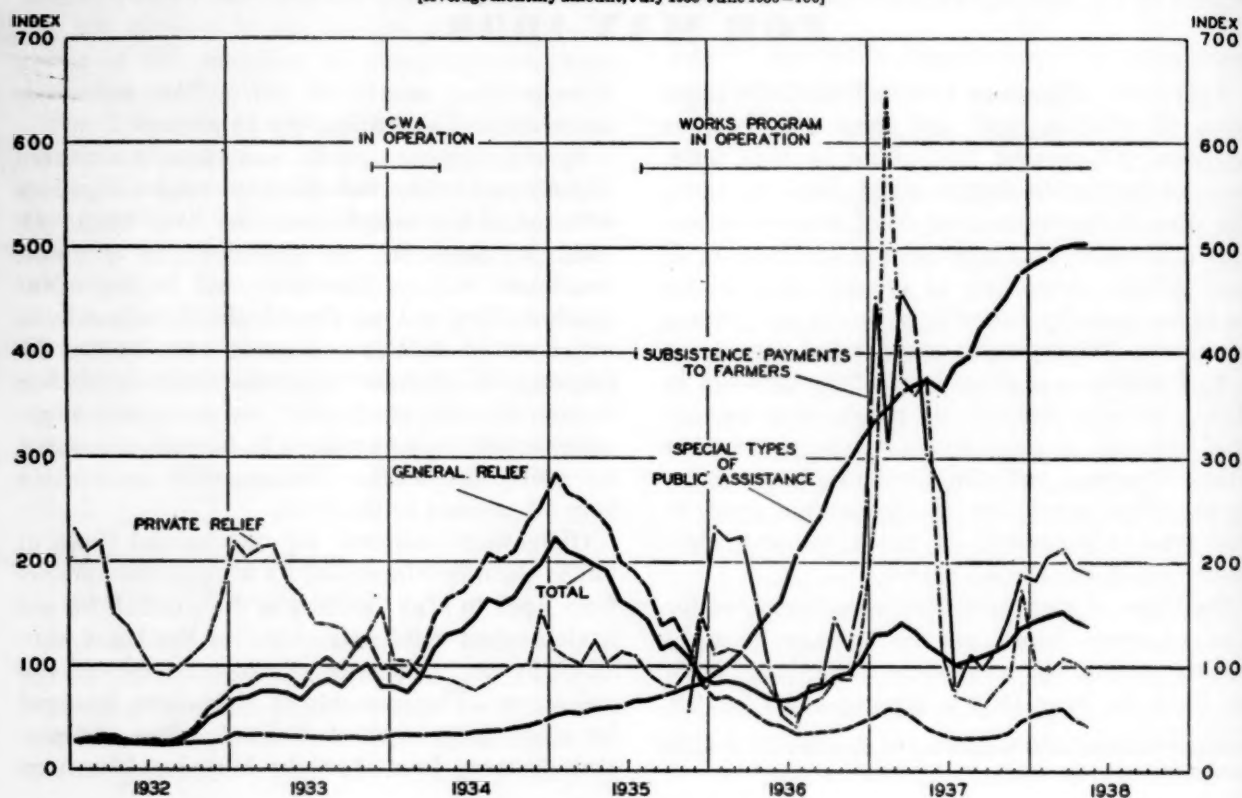


Table 1.—Relief in rural and town areas: Index of amount of relief, by type of assistance and by months, 1935-38¹

[Average monthly amount, July 1935-June 1936=100]

Index of amount of relief in rural and town areas					Index of amount of relief in rural and town areas				
Year and month	Total	Public general relief ²	Special types of public assistance	Subsistence payments to farmers	Private relief	Year and month	Total	Public general relief ²	Special types of public assistance
1935					1937				
January.....	223.7	285.6	53.3	-----	116.6	January.....	133.3	55.1	337.6
February.....	209.9	266.5	56.0	-----	107.6	February.....	132.5	59.1	348.1
March.....	205.7	261.0	55.6	-----	101.6	March.....	141.6	58.3	363.1
April.....	197.5	249.0	59.0	-----	125.4	April.....	134.8	49.8	370.0
May.....	191.4	240.6	60.8	-----	103.1	May.....	121.3	40.8	375.2
June.....	162.6	201.6	61.7	-----	113.2	June.....	111.5	35.3	365.4
July.....	154.8	189.9	66.2	-----	109.3	July.....	102.0	32.1	388.1
August.....	143.0	174.1	67.2	-----	93.6	August.....	106.4	32.6	399.0
September.....	117.8	139.3	70.8	-----	83.3	September.....	110.3	33.2	424.1
October.....	123.6	146.2	74.5	-----	87.3	October.....	114.8	33.5	439.4
November.....	109.4	121.2	79.9	-----	87.1	November.....	123.0	38.1	454.3
December.....	88.5	84.9	83.3	143.4	150.2	December.....	138.4	48.9	476.6
1936					1938				
January.....	83.1	68.4	92.8	234.1	111.4	January.....	145.0	56.4	487.1
February.....	85.6	70.5	101.7	221.9	117.0	February.....	149.2	58.8	492.5
March.....	83.3	63.9	114.3	225.7	113.8	March.....	152.2	60.1	499.9
April.....	76.1	54.0	134.8	165.1	99.8	April.....	145.2	48.7	502.9
May.....	68.7	45.0	151.3	99.6	80.6	May.....	139.0	43.5	503.0
June.....	66.2	42.6	163.2	53.2	62.7				
July.....	68.6	35.3	207.8	42.4	53.3				
August.....	75.3	35.8	228.6	81.1	63.9				
September.....	79.5	36.9	245.8	83.7	69.9				
October.....	90.1	37.9	277.5	146.3	88.3				
November.....	94.0	40.4	297.2	116.1	87.8				
December.....	106.1	46.5	317.3	177.4	134.0				

¹ For monthly index numbers for 1932, 1933, and 1934, see *Social Security Bulletin*, Vol. 1, Nos. 1-3 (March 1938), p. 68.

² Figures prior to January 1938 include statutory aid to veterans administered on the basis of status and of need. Beginning with January 1938, figures include only such aid administered on the basis of need. The index has been adjusted for this change.

Table 2.—Relief in 385 rural and town areas: Amount, cases aided, percentage change, and percentage distribution, by type of assistance, May 1938

[Corrected to July 9, 1938]

Type of assistance	Relief in 385 rural and town areas, May 1938					
	Number of cases	Amount of relief	Percentage change from April 1938 in—		Percentage distribution of relief in—	
			Number of cases	Amount of relief	May 1938	April 1938
Total for 385 areas in 36 States.....	199,768	\$3,346,468	-2.2	-2.9	100.0	100.0
Public relief, total.....	¹ 196,579	² 3,337,965	-1.9	-2.9	99.7	99.7
General relief.....	³ 55,403	⁴ 765,883	-8.1	-10.6	22.9	24.6
Special types of public assistance ⁵	129,745	2,256,787	+7.7	(⁶)	67.4	65.5
Old-age assistance.....	112,081	1,863,639	+7.8	+3.3	55.7	53.9
Aid to dependent children.....	14,769	331,513	-4.4	-1.7	9.9	9.8
Aid to the blind.....	⁷ 2,895	61,635	+2.1	-3.3	1.8	1.8
Subsistence payments to farmers.....	⁷ 14,975	⁷ 315,295	-4.3	-3.0	9.4	9.4
Private relief.....	3,189	8,503	-17.4	-8.6	.3	.3

¹ Eliminates duplication in the count of cases receiving more than 1 type of public relief in 19 States. (See table 3.)

² From Federal, State, and local funds, administrative expense excluded.

³ Includes 1,112 cases receiving statutory aid to veterans administered on the basis of need.

⁴ Includes \$20,635 incurred for statutory aid to veterans administered on the basis of need.

⁵ Includes special types of public assistance in States with plans approved by the Social Security Board and in other States without Federal participation.

⁶ Less than 0.1 percent.

⁷ Estimated.

Table 3.—Relief in 385 rural and town areas: Number of cases receiving relief and percentage change from previous month, by States, May 1938

[Corrected to July 9, 1938]

State	Relief in 385 rural and town areas, May 1938							Percentage change in total from April 1938
	Total	Public relief				Private relief		
		General relief	Special types of public assistance ¹					
			Old-age assistance	Aid to dependent children	Aid to the blind		Subsistence payments to farmers ²	
Alabama (6 counties).....	1,990	188	1,228	475	37	47	15	+0.2
Arizona (3 counties).....	³ 2,218	417	983	290	30	535	105	-21.6
Arkansas (10 counties).....	2,969	433	1,899	510	86	41	86	+1.0
California (10 counties).....	⁴ 12,615	4,530	5,339	773	221	1,215	643	-4.1
Colorado (8 counties).....	⁵ 3,759	1,027	2,610	290	44	110	44	+5.7
Connecticut (40 townships).....	⁶ 1,507	702	811	23	9	1	1	-9.9
Florida (6 counties).....	4,008	925	2,758	72	110	80	63	-7.7
Georgia (16 counties).....	⁷ 3,252	339	2,596	352	93	20	143	+1.7
Illinois (11 counties).....	16,208	7,099	8,004	411	316	245	133	+4.8
Indiana (9 counties).....	6,444	2,724	2,825	704	172	7	12	-4.8
Iowa (9 counties).....	⁸ 5,823	⁴ 1,840	3,718	217	60	5	23	-7.2
Kansas (13 counties).....	⁹ 5,007	1,482	1,944	423	61	1,065	272	-3.1
Kentucky (12 counties).....	2,554	55	2,469	—	—	6	24	-2.0
Louisiana (10 parishes).....	5,793	726	3,825	1,023	89	110	20	+3.9
Massachusetts (23 townships).....	¹⁰ 1,448	⁴ 540	971	82	7	1	1	-4.5
Michigan (11 counties).....	¹¹ 11,634	⁴ 5,430	5,066	912	21	115	128	-6.5
Minnesota (12 counties).....	9,792	¹² 2,243	6,639	520	58	245	87	-6.6
Mississippi (10 counties).....	2,509	145	1,704	—	—	55	605	-1.1
Missouri (12 counties).....	9,411	3,465	5,254	200	312	180	180	-2.1
Montana (8 counties).....	¹³ 2,913	770	1,322	257	6	665	6	-5.4
Nebraska (8 counties).....	3,989	¹⁴ 636	2,171	382	46	720	34	-6.5
New York (7 counties).....	¹⁵ 8,783	3,912	4,631	405	77	12	—	-7.3
North Carolina (12 counties).....	¹⁶ 3,979	508	2,667	640	156	15	—	+5.7
North Dakota (7 counties).....	¹⁷ 5,412	1,053	1,159	126	13	3,450	6	-9.8
Ohio (9 counties).....	10,575	¹⁸ 3,095	6,486	534	128	45	287	-7.5
Oklahoma (9 counties).....	12,408	¹⁹ 3,604	6,933	1,577	226	20	48	+2.2
Oregon (6 counties).....	2,212	²⁰ 581	1,431	133	41	10	16	-4.0
South Carolina (8 counties).....	²¹ 4,694	274	2,745	370	110	1,160	88	+18.7
South Dakota (9 counties).....	6,486	554	1,950	272	10	3,700	—	-3.2
Tennessee (9 counties).....	²² 3,016	110	1,960	806	107	10	30	+3.2
Texas (26 counties).....	11,038	634	10,311	—	—	30	63	+1.0
Utah (5 counties).....	²³ 1,424	252	1,035	291	23	30	—	-9.9
Virginia (13 counties).....	1,676	1,626	—	8	—	30	12	+2.8
Washington (6 counties).....	²⁴ 3,720	²⁵ 994	2,434	521	62	45	82	-7.2
West Virginia (4 counties).....	²⁶ 2,251	912	912	449	37	5	62	-3.1
Wisconsin (8 counties).....	²⁷ 6,251	²⁸ 1,578	3,291	721	127	945	181	-5.8

¹ Includes recipients in States with plans approved by the Social Security Board and in other States without Federal participation.

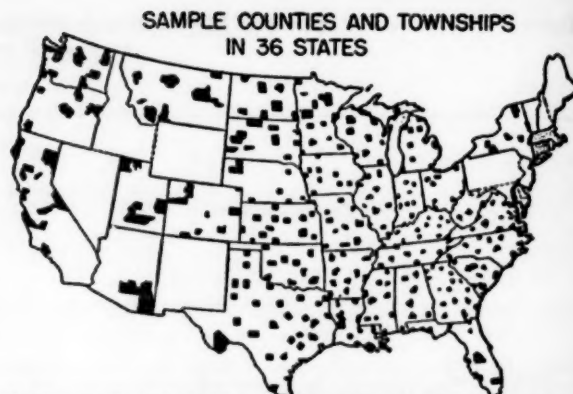
² Estimated.

³ Eliminates duplication in the count of households receiving more than 1 type of public relief.

⁴ Includes a relatively small number of cases receiving statutory aid to veterans administered on the basis of need.

incurred for general relief accounted for approximately nine-tenths of the decline in total obligations incurred. Emergency subsistence payments to farmers under the Farm Security Administration were 3.0 percent less in May than in April, and private relief was less by 8.6 percent.

The index of special types of public assistance was 503.0 in May 1938 as compared with 375.2 in the same month of 1937, an increase of 34.1 percent. The general relief index was 43.5 in May, only slightly above its position a year ago. Indexes of emergency subsistence payments to farmers and private relief were markedly below the level of May 1937. The index of emergency subsistence payments declined 37.5 percent.



Reports cover entire counties in all States sampled except Massachusetts and Connecticut where individual townships are represented. Although the sample counties and townships are predominantly rural, some of them include towns and small cities ranging in size up to 25,000 population. The population of the sample areas in 1930 was approximately 6,544,000 or 11.5 percent of the total rural and town population of the United States.

Table 4.—Relief in 385 rural and town areas: Amount of relief and percentage change from previous month, by States, May 1938

[Corrected to July 9, 1938]

State	Relief in 385 rural and town areas, May 1938							Percentage change in total from April 1938
	Total	Public relief ¹				Subsistence payments to farmers ²	Private relief	
		General relief	Special types of public assistance ³					
			Old-age assistance	Aid to dependent children	Aid to the blind			
Alabama (6 counties).....	\$18,987	\$1,438	\$11,019	\$4,814	\$353	\$1,315	\$48	-4.
Arizona (3 counties).....	51,343	5,934	24,384	8,868	702	11,125	330	-18.
Arkansas (10 counties).....	26,740	2,585	17,324	5,342	799	690	.....	+.
California (10 counties).....	367,747	99,940	176,603	27,647	10,637	51,240	1,680	-.
Colorado (8 counties).....	93,439	12,456	69,968	7,761	1,184	2,070	.....	+1.
Connecticut (40 townships).....	41,923	20,120	20,685	949	139	30	.....	+5.
Florida (6 counties).....	53,614	6,508	42,807	849	1,696	1,855	199	+1.
Georgia (16 counties).....	32,625	1,475	22,440	7,234	938	440	98	+4.
Illinois (11 counties).....	243,986	95,241	127,033	7,975	9,435	3,930	372	+7.
Indiana (9 counties).....	88,186	30,417	38,389	15,905	3,297	130	48	-3.
Iowa (9 counties).....	106,973	* 27,769	73,310	4,264	1,435	110	85	-7.
Kansas (13 counties).....	87,240	19,835	36,481	11,161	1,340	17,510	913	-4.
Kentucky (12 counties).....	22,308	607	21,536	.....	.....	120	45	-.
Louisiana (10 parishes).....	60,485	* 7,714	33,328	16,303	1,070	2,040	30	+5.
Massachusetts (23 townships).....	43,320	* 12,279	26,923	3,949	122	30	17	-5.
Michigan (11 counties).....	194,868	* 84,350	83,440	24,224	405	2,095	354	-7.
Minnesota (12 counties).....	186,930	* 46,100	119,051	15,897	1,212	4,295	375	-1.
Mississippi (10 counties).....	9,852	330	7,845	.....	.....	800	877	+1.
Missouri (12 counties).....	117,069	19,838	81,200	5,711	7,800	2,520	.....	+.
Montana (8 counties).....	64,555	15,924	26,153	7,059	122	15,260	37	-3.
Nebraska (8 counties).....	63,219	* 8,702	31,562	10,139	911	11,765	140	-8.
New York (7 counties).....	176,865	72,192	87,577	15,302	1,474	320	.....	-12.
North Carolina (12 counties).....	39,365	3,195	23,624	10,223	2,058	265	.....	+4.
North Dakota (7 counties).....	120,854	* 22,432	15,662	4,115	224	75,345	76	-13.
Ohio (9 counties).....	192,396	* 33,990	139,068	15,665	2,538	870	240	-3.
Oklahoma (9 counties).....	147,196	* 22,133	104,628	18,001	1,884	415	135	-2.
Oregon (6 counties).....	41,749	* 8,582	27,535	4,315	986	285	46	-.
South Carolina (8 counties).....	57,600	2,689	26,592	7,307	1,293	19,555	164	+23.
South Dakota (9 counties).....	118,508	8,516	38,470	4,288	234	67,000	.....	-8.
Tennessee (9 counties).....	40,414	485	23,493	14,551	1,533	195	157	+3.
Texas (26 counties).....	128,725	3,703	134,433	.....	.....	520	69	-.
Utah (5 counties).....	40,132	3,938	26,524	8,140	605	625	.....	-.
Virginia (13 counties).....	10,790	10,141	.....	139	.....	440	70	-3.
Washington (6 counties).....	57,032	* 14,972	53,578	14,744	2,011	1,410	317	-8.
West Virginia (4 counties).....	35,007	11,810	12,646	9,241	643	125	542	-3.
Wisconsin (8 counties).....	124,426	* 27,543	55,003	19,731	2,555	18,555	1,039	-4.

¹ From Federal, State, and local funds, administrative expense excluded.

² Includes obligations incurred for payments to recipients in States with plans approved by the Social Security Board and in other States without Federal participation.

³ Estimated.

⁴ Includes a relatively small amount of statutory aid to veterans administered on the basis of need.

OLD-AGE INSURANCE

BUREAU OF OLD-AGE INSURANCE • ANALYSIS DIVISION

IN COOPERATION WITH THE

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF OLD-AGE BENEFITS RESEARCH

Maintenance of Wage Records

The Accounting Operations Section of the Bureau of Old-Age Insurance in Baltimore has now practically completed the posting of all employee accounts for the year 1937. By June 30, 1938, the greater part of the posting of 1937 wage credits to individual ledger sheets had been accomplished with 55.5 million reports recorded, and the month of July saw the virtual completion of the gigantic bookkeeping task of recording wages received by each covered employee during 1937. The prompt accomplishment of this objective is noteworthy in view of the unprecedented magnitude of the task of processing the 75.4 million wage reports received.

This completes all operations for 1937 except the final summarization of employee earnings cards for each account, which will result in recording the annual totals of earnings on the individual ledger sheets, at the time the wage credits for the first quarter of 1938 are posted.

Meanwhile, recording employee wages for the first quarter of 1938 is progressing even more expeditiously as a result of the experience of the past year. By June 30, 24.9 million individual reports of taxable wages earned in the first quarter of 1938 had been received and 10.5 million had been converted to punch card form; by July 30, 22.2 million punch cards had been prepared from the 26.5 million wage reports received.

It is probable that receipts of wage items for the first quarter of 1938 is more complete than is indicated by a direct comparison with the 1937 figures. The number of wage items is determined, not by the total number of different employees, but by the number of employees who worked for each employer at any time during a reporting period. Thus, in case of change of employment, an employee will have more than one wage report filed for him. The longer the reporting period, the greater will be the increase caused by this factor of labor turn-over. Each reporting period of 1937 covered 6 months, but in 1938 reports are being made at the end of each 3 months. In addition, employment was lower during the first quarter of 1938 than it was in 1937, further

reducing the number of wage reports for the period.

Tabulations of 1937 Employer and Employee Data

The first tabulation of 1937 wage records has been completed, and the results of the study will shortly be ready for publication. This tabulation shows break-downs of the data for employing organizations by geographical area and size of firm as measured by number of employees, for the 2 reporting periods of 1937 as well as for the year as a whole.

Preparations for the second tabulation of the 1937 employer data, by industry and by field office area, have been nearly completed. The new geographical code for State, county, and city has been punched on the employer cards. These cards will next be segregated for single-unit and multi-unit employers, and the second tabulation will then be made at once for the single-unit employers. Special punch cards are being printed for multi-unit employing organizations and their branches. These will be tabulated and the results used as a basis for estimated break-downs of employment and pay rolls of multi-unit organizations, to be added to the corresponding totals of the single-unit cards.

The preparation of statistical cards for individual wage earners in covered industry in 1937, with which the run of employee data for the year will be made, will begin very shortly. These cards will be reproduced from the employee summary cards, which are now being made by a process of mechanical summarization of the earnings cards punched from the SS-2a forms for each worker. A final procedure for the tabulation has been worked out, and the run will begin in individual regions as soon as the statistical cards are made.

Reporting Wage Records to Employees

For several months the Bureau of Old-Age Insurance has been receiving requests from employees concerning the amounts of wages reported for them by employers, as shown by the Board's records. In July, the Bureau began to supply

answers giving the amounts of wages recorded as paid in 1937. The inquiries could not be answered prior to that date because there is a lag of about 6 months between the end of the period in which the wages are paid and the time they are posted and summarized on the ledger sheets. Employers are allowed 1 month in which to file the returns, and the Bureau of Internal Revenue, which collects the taxes, requires about 3 months to handle wage reports before they are transmitted to the Board.

Special post card forms were printed and distributed to the field offices of the Board for the use of employees in making requests as to the status of their wage records. In addition to requests made on these post card forms, any inquiries by general letter are answered. If the employee questions the accuracy of the amount reported the field office supplies him with another form on which he can make a detailed statement of the employers for whom he worked in 1937 and the amount of wages he received from each. This is used as a basis for further search of the Board's

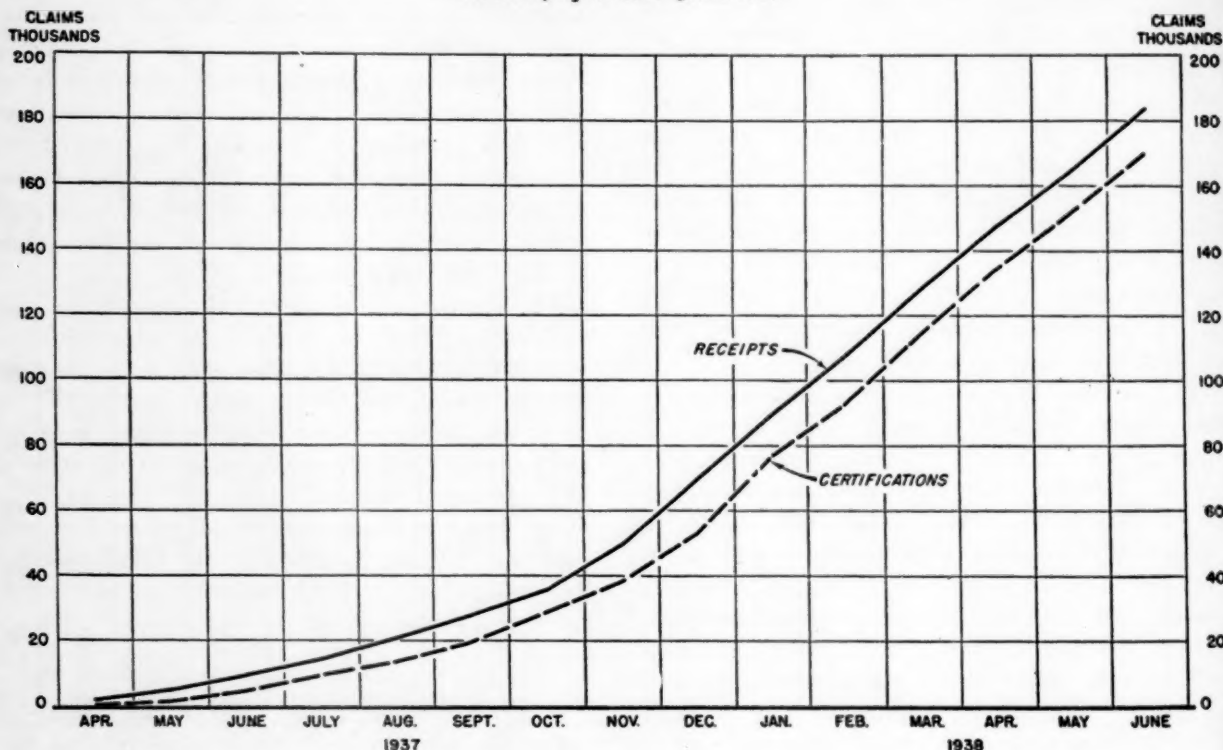
wage records to determine whether any items previously not identified can be located through his statement. Procedures are being worked out for further investigation should there still be discrepancies between the employee's statement and his wage records on file with the Board.

The number of inquiries so far received by the Bureau has been much less than was expected. From January 1 to August 1, only 3,876 inquiries had been received.

The Board at first considered sending a yearly statement to each registrant giving the amount of wages recorded in his account. This procedure was found to be inadvisable because of the difficulty of obtaining correct addresses for employees. The wage reports sent in by employers do not give addresses of employees. The only address which the Board has for an employee is the one originally given on his application for an account number.

By July 1, 1939, the Board will be able to answer requests about wages earned in 1938.

Chart I.—Number of claims received in Washington and certified by the Social Security Board, cumulative by months, April 1937–June 1938



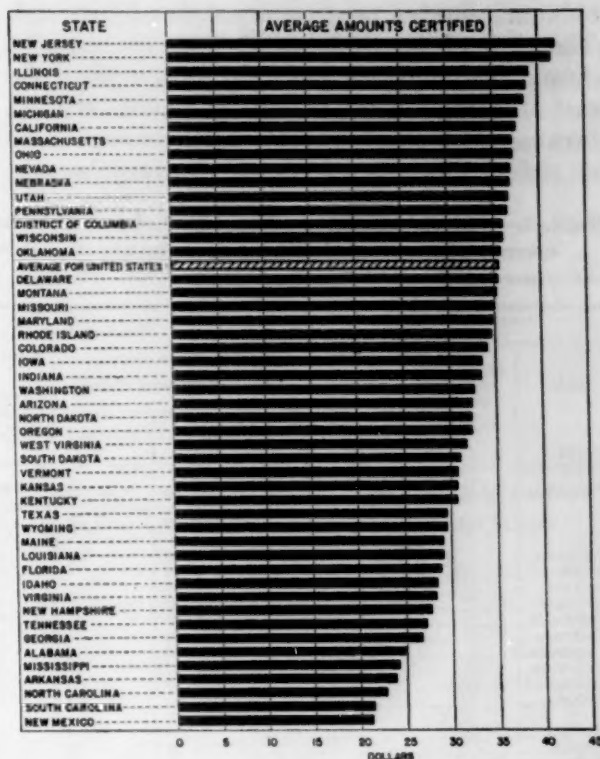
Claims for Lump-Sum Payments

A total of 16,597 claims for lump-sum payments under title II of the Social Security Act was received in Washington in June 1938; this was a decrease of 7.5 percent from the number received in May. The number of claims certified to the Secretary of the Treasury for payment, however, increased by 4.3 percent from the preceding month to a total of 18,061 in June. The average payment certified during June was \$47.70, the highest monthly average payment since claims have been payable.

During the fiscal year 1937-38 a total of 171,545 claims for lump-sum payments was received. Claims filed by the heirs or representatives of the estates of deceased wage earners constituted 55.5 percent of this total, while claims filed by wage earners attaining age 65 accounted for 44.5 percent. During the first half of the fiscal year the number of claims received increased rapidly each month. This rising trend has not been continued, however, in 1938; the number of claims received has decreased in 5 of the last 6 months of the fiscal year. It is probable that fewer claims have been received in 1938 than would have been received if employment and pay rolls had not decreased in the latter part of 1937 and in the first 6 months of 1938. The number of claims filed is influenced by the amounts of the potential claims payments, since potential claimants frequently do not file claims for small amounts.

There were 165,203 claims certified to the Secretary of the Treasury for payment during the fiscal year 1937-38. By June 30, 1938, a cumulative total of 169,622 claims had been certified.

Chart II.—Average lump-sum payments certified, by States, for the fiscal year ended June 30, 1938



This represents 93.4 percent of the cumulative total of 181,565 claims received through the end of June. From July 1937 through January 1938, the number of claims certified increased in every month except August 1937; since January the number certified has fluctuated from month to month.

Table 1.—Number of claims for lump-sum payments received and certified and average amount certified, by months, July 1937-June 1938

Month	Claims received		Claims certified		Average amount certified	
	Number	Percentage change from previous month	Number	Percentage change from previous month	Amount	Percentage change from previous month
Fiscal year 1937-38, total	171,545		165,203		\$35.45	
1937:						
July	4,510	-6.3	5,103	+71.1	17.30	+19.9
August	6,209	+37.7	4,290	-15.9	20.25	+17.1
September	6,623	+6.7	5,690	+22.6	22.51	+11.2
October	8,290	+24.7	9,450	+66.1	26.40	+17.3
November	13,466	+63.0	9,530	+8	27.78	+5.2
December	20,683	+53.6	14,755	+54.8	27.15	-2.3
1938:						
January	19,419	-6.1	23,538	+59.5	31.68	+16.7
February	18,214	-6.2	16,294	-30.8	34.69	+9.5
March	20,888	+14.7	21,858	+34.1	38.29	+10.4
April	18,728	-10.3	19,370	-11.4	42.55	+11.1
May	17,948	-4.2	17,311	-10.6	46.57	+9.4
June	16,597	-7.5	18,061	+4.3	47.70	+2.4

¹ Adjusted for 47 claims which were certified and later canceled during the fiscal year.

The number of claims and the total amounts certified each month since the beginning of the old-age insurance program are shown by chart I. The rate of increase in the amounts certified during the fiscal year has been greater than the rate of increase in the number of claims certified, because of the steady increase in the average value of claims. This is, of course, expected because

of the lengthening period during which wages creditable under title II of the act might be earned. The average rate of increase in the amounts certified was 28.4 percent per month for the entire fiscal year.

By June 30, 1938, a cumulative total of nearly \$6 million had been certified to the Secretary of the Treasury for the payment of lump-sum claims.

Table 2.—Old-age insurance: Number of claims for lump-sum payments received in Washington, and number and average amount of claims certified by the Social Security Board to the Secretary of the Treasury, by States, June 1938¹

State	Total claims			Claims for payments at age 65			Claims for death payments		
	Number of claims		Average amount certified	Number of claims		Average amount certified	Number of claims		Average amount certified
	Received	Certified		Received	Certified		Received	Certified	
Cumulative through June 30.....	181,565	² 169,622	³ \$34.87	81,620	² 76,767	³ \$35.16	99,945	² 92,855	³ \$34.64
Total for June.....	16,597	18,061	47.70	6,715	7,119	51.10	9,882	10,942	45.49
Alabama.....	305	339	25.96	44	51	35.90	261	288	24.20
Alaska.....	4	8	31.52	2	2	41.34	2	6	28.25
Arizona.....	40	61	40.01	14	29	43.99	26	32	36.39
Arkansas.....	107	97	28.25	26	27	38.08	81	70	24.46
California.....	1,249	1,252	43.39	648	613	39.42	601	639	47.20
Colorado.....	102	124	54.56	46	46	49.85	56	78	57.33
Connecticut.....	340	373	57.06	164	167	61.06	176	206	53.82
Delaware.....	27	36	45.12	16	23	45.55	11	13	44.37
District of Columbia.....	86	101	47.59	37	45	47.76	49	56	47.46
Florida.....	193	192	31.93	43	48	29.38	150	144	32.78
Georgia.....	214	235	36.82	61	60	47.11	153	175	33.30
Hawaii.....	21	25	32.37	7	10	16.65	14	15	42.85
Idaho.....	52	49	33.41	16	20	43.16	36	29	26.69
Illinois.....	1,106	1,221	55.95	484	513	58.97	622	708	53.76
Indiana.....	472	501	44.16	213	227	45.51	259	274	43.05
Iowa.....	173	175	42.81	71	75	41.95	102	100	43.45
Kansas.....	168	176	47.03	62	70	47.29	106	106	46.86
Kentucky.....	269	274	45.15	81	88	59.13	188	186	38.54
Louisiana.....	200	224	34.06	62	61	43.24	138	163	30.62
Maine.....	130	131	39.27	57	55	45.97	73	76	34.41
Maryland.....	246	299	45.29	88	94	49.65	168	205	43.28
Massachusetts.....	852	855	51.76	419	400	54.57	433	455	49.30
Michigan.....	688	756	54.79	242	288	54.70	446	468	54.85
Minnesota.....	266	285	52.37	131	134	54.61	135	151	50.39
Mississippi.....	103	120	29.03	13	13	36.40	90	107	28.13
Missouri.....	422	480	46.89	171	198	50.12	251	282	44.62
Montana.....	49	63	44.85	14	22	56.00	35	41	38.87
Nebraska.....	107	122	48.06	40	43	59.50	67	79	41.84
Nevada.....	23	28	61.11	15	16	61.82	8	12	60.17
New Hampshire.....	101	102	35.23	45	38	34.68	56	64	35.55
New Jersey.....	651	704	60.56	292	290	64.88	359	414	57.54
New Mexico.....	14	21	32.14	5	7	47.05	9	14	24.68
New York.....	2,032	2,185	55.29	752	808	58.41	1,280	1,377	53.46
North Carolina.....	306	359	29.45	73	91	38.12	233	268	26.51
North Dakota.....	24	26	37.42	13	11	35.26	11	15	39.00
Ohio.....	1,055	1,151	50.78	443	521	52.01	612	630	49.77
Oklahoma.....	115	138	47.15	38	45	52.33	77	93	44.64
Oregon.....	158	191	41.35	77	84	35.88	81	107	45.64
Pennsylvania.....	1,678	1,815	53.00	796	789	56.60	882	1,026	50.24
Rhode Island.....	183	191	50.77	84	80	47.25	99	111	53.30
South Carolina.....	165	182	29.47	31	40	40.41	134	142	26.39
South Dakota.....	32	39	31.87	9	13	31.80	23	26	31.90
Tennessee.....	234	268	35.06	61	78	41.89	173	190	32.25
Texas.....	518	660	36.46	170	188	37.09	348	472	36.21
Utah.....	50	62	54.87	22	28	50.97	28	34	58.08
Vermont.....	38	53	44.77	18	21	47.94	20	32	42.70
Virginia.....	294	324	35.42	100	106	42.43	194	218	32.61
Washington.....	322	346	40.51	159	170	39.85	163	176	41.15
West Virginia.....	258	288	41.16	91	97	44.10	167	191	39.67
Wisconsin.....	311	319	52.75	132	164	55.54	179	155	49.79
Wyoming.....	25	21	35.92	12	11	43.77	13	10	27.28
Foreign ³	19	14	42.60	5	1	20.22	14	13	44.33

¹ All claims received to date have been for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942.

² Cumulative totals have been corrected by subtracting from the total number of claims certified, 47 certified claims which were canceled prior to June 1, 1938.

³ Claims received from persons in foreign countries.

Source: Bureau of Old-Age Insurance, Administrative Division.

The average payment certified for all claims increased during the fiscal year from \$17.30 in July 1937 to \$47.70 in June 1938. For the fiscal year as a whole, the average amount certified was \$35.45 (chart II). The jurisdictions showing the highest average payments for the fiscal year were New Jersey, New York, Alaska, and Illinois, with averages of \$41.83, \$41.12, \$40.82, and \$38.96, respectively. New Mexico, South Carolina, and North Carolina, with averages of \$21.14, \$21.31, and \$22.75, respectively, were the three States in which the average payments certified were lowest.

Through experience gained in actual operation and because of changes in procedure, the time required to settle claims for lump-sum payments has been reduced considerably in recent months. By June 1938 the average number of days required from the receipt of claims in the field offices to the issuance of the checks to the claimants was about 24 days as compared to an average of more than 41 days in December 1937.

Applications for Employee Account Numbers

A total of 458,836 applications for employee account numbers (Forms SS-5) was received in Baltimore during the month of June 1938, an increase of 12.8 percent from the previous month. The chief cause of this increase is probably the entrance into the labor market of students leaving school. It is also possible that unemployed individuals who had not previously applied for account numbers were given an incentive to do so by the hope of obtaining work relief, as a result of recent Federal relief appropriations. Although the Works Progress Administration and other Federal agencies employing relief workers do not require that workers obtain account numbers, they encourage workers to apply for them as an aid in obtaining private employment.

Preparations for filing tax returns with the Bureau of Internal Revenue for the second quarter of 1938, for which returns are due on or before July 31, 1938, may also have contributed to the increase in applications received, since all the employees covered by these returns must be identified by account numbers. Increasing use of account numbers in connection with State unemployment compensation programs has undoubtedly contributed to the increase in applications received.

The number of employee applications filed during June 1938 brought the cumulative total

received to date to 39,565,157. (See table 3.) Receipts of applications for employee account numbers were by far the largest in December 1936, the first full month in which applications were filed, when over 17 million were received. Since that time the receipts have decreased rapidly until January 1938; beginning with February 1938 the receipts have ranged from 406,000 to 462,000

Table 3.—Applications for employee account numbers received in Baltimore as of June 30, 1938¹

State	Number of applications received ²	
	Cumulative through June 30	June
Total.....	39,565,157	458,836
Alabama.....	543,906	7,989
Alaska.....	18,059	646
Arizona.....	141,470	2,711
Arkansas.....	269,486	5,063
California.....	2,511,128	26,897
Colorado.....	305,055	3,813
Connecticut.....	665,519	3,997
Delaware.....	89,175	1,152
District of Columbia.....	249,988	4,061
Florida.....	562,385	6,348
Georgia.....	688,631	9,270
Hawaii.....	125,569	1,390
Idaho.....	128,162	2,999
Illinois.....	2,795,354	25,475
Indiana.....	1,059,831	11,001
Iowa.....	502,672	7,211
Kansas.....	406,107	6,113
Kentucky.....	593,581	12,258
Louisiana.....	528,491	11,775
Maine.....	263,166	2,976
Maryland.....	559,443	7,193
Massachusetts.....	1,652,337	5,448
Michigan.....	1,847,947	14,410
Minnesota.....	681,157	11,285
Mississippi.....	294,338	6,997
Missouri.....	1,067,098	15,053
Montana.....	147,926	3,261
Nebraska.....	269,497	4,891
Nevada.....	37,923	627
New Hampshire.....	170,253	1,615
New Jersey.....	1,462,233	18,121
New Mexico.....	94,046	2,159
New York.....	5,446,157	46,643
North Carolina.....	785,680	9,671
North Dakota.....	90,311	2,190
Ohio.....	2,372,811	28,176
Oklahoma.....	539,963	6,758
Oregon.....	328,073	5,265
Pennsylvania.....	3,423,067	26,539
Rhode Island.....	283,353	1,238
South Carolina.....	412,320	5,761
South Dakota.....	103,749	2,087
Tennessee.....	632,215	10,168
Texas.....	1,620,633	31,728
Utah.....	145,778	2,361
Vermont.....	92,752	1,216
Virginia.....	601,253	9,436
Washington.....	553,236	6,659
West Virginia.....	535,178	6,101
Wisconsin.....	810,180	9,622
Wyoming.....	63,520	1,043

¹ The count of employee applications must not be taken as a measure of the number of persons engaged currently in employment covered by the old-age benefits provisions of the Social Security Act or the cumulative total of persons who have been so engaged over a period of time. As an aid in the administration of State unemployment compensation laws and for other reasons, account numbers have been issued to individuals who were not in employment covered by title II at the time their applications were made.

² The numbers of applications received, both cumulative and for the month, are net receipts obtained by subtracting all "voids" (cards rejected for various reasons) from the actual number received. These "voids" may have been received during the current month or in any previous month.

Source: Bureau of Old-Age Insurance, Baltimore Accounting Operations.

a month. The monthly receipts of applications for the fiscal year 1937-38 are shown in the following tabulation:

Name	Applications received
Fiscal year, 1937-38, total.....	9, 602, 533
1937:	
July ¹	1, 906, 248
August.....	1, 591, 504
September.....	1, 054, 643
October.....	851, 845
November.....	685, 857
December.....	635, 617
1938:	
January.....	661, 566
February.....	431, 806
March.....	456, 167
April.....	461, 699
May.....	406, 745
June.....	458, 836

¹ Revised.

Recent Applicants for Employee Account Numbers

The age distribution of the recent applicants for employee account numbers reflects the ending of the school year and the subsequent entrance of many young persons into the labor market. The proportion of the total applicants who were under 20 years of age was considerably higher in this month than in the previous months of 1938. (See table 5.) Even during the earlier months of the year, however, the proportion of applicants who were under 20 years of age was much above their proportion in the 11-million sample of early applicants for account numbers.¹ Thus, the rise in the proportion of young persons among applicants has been continuous; and it may very well con-

¹ In the 11-million sample 3.3 percent of the male applicants and 6.8 percent of the female applicants were under 20 years of age. *Social Security Bulletin* (April 1938), Vol. 1, No. 4, p. 68.

Table 6.—Distribution of applicants for employee account numbers, by age, sex, and color, United States summary, June 1938 ¹

Age group (years)	Male applicants				Female applicants			
	Total	White	Negro	Other	Total	White	Negro	Other
All ages.....	276, 318	239, 575	33, 786	2, 957	147, 686	131, 284	15, 825	577
Under 20.....	68, 239	61, 499	6, 450	290	41, 273	38, 808	2, 323	142
20-24.....	45, 630	41, 389	4, 756	485	30, 251	28, 932	3, 193	126
25-34.....	52, 284	42, 534	8, 499	951	34, 438	29, 344	4, 974	120
35-44.....	38, 304	31, 867	6, 794	643	21, 535	18, 234	3, 197	104
45-54.....	31, 369	27, 580	3, 431	358	12, 491	11, 023	1, 408	60
55-64.....	20, 053	18, 141	1, 716	176	5, 556	5, 012	524	20
65 and over.....	16, 759	15, 883	843	33	1, 990	1, 864	121	5
Unknown.....	700	382	297	21	152	67	85	5

¹ This information was tabulated from the actuarial cards placed in supplementary alphabetical file in June of this year; therefore, the count does not agree with the figures for applications received.

Table 4.—Percentage distribution by sex and color of applicants for employee account numbers, January-March, April, May, and June 1938

Sex and color	Applicants for employee account numbers			
	January-March	April	May	June
SEX				
Total.....	100.0	100.0	100.0	100.0
Male.....	68.3	66.0	66.3	65.2
Female.....	31.7	34.0	33.7	34.8
COLOR				
Total.....	100.0	100.0	100.0	100.0
White.....	84.0	85.4	84.9	86.7
Negro.....	14.8	12.8	13.6	12.2
Other.....	1.2	1.8	1.5	1.1

tinue to rise. Unless coverage should be extended to a new group of the population, the young people entering the labor market will some day form the

Table 5.—Percentage distribution by age and sex of applicants for employee account numbers, January-March, April, May, and June 1938

Age group (years)	Applicants for employee account numbers							
	Male				Female			
	January-March	April	May	June	January-March	April	May	June
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 20.....	14.8	16.7	18.9	24.7	18.8	19.5	21.9	28.0
20-24.....	18.2	17.6	17.5	17.6	23.9	22.3	21.6	20.5
25-34.....	23.3	21.8	20.9	19.0	26.8	26.8	25.9	23.3
35-44.....	16.7	16.7	14.9	13.9	16.3	16.5	15.7	14.6
45-54.....	13.6	13.9	12.0	11.4	9.1	9.6	9.2	8.5
55-64.....	8.7	8.7	7.8	7.3	4.0	4.3	3.9	3.8
65 and over.....	4.7	4.6	8.0	6.1	1.1	1.0	1.8	1.3

bulk of the new applicants. The influence of seasonal factors upon the characteristics of current applicants for account numbers will probably be more noticeable as the total number received each month declines.

The sex and color distributions of the June applicants show very little differences from the previous months of 1938.

The total number of applications included in this tabulation of applicants for account numbers by age, sex, and color is slightly lower for June than that reported for May, whereas the actual number of applications received in Baltimore was approximately 12.8 percent higher in June than in May. This discrepancy may be explained by the fact that the present tabulation includes only those applications for which actuarial cards have been placed in the supplementary alphabetical

file in the current month. Since there may be some lag in this operation, the count does not agree with the figures for applications received. This difference in the total number, and the possibility that some May applicants are included in the June tabulations or that some of the June applications will be carried over to the July tabulations should affect the characteristics of the total very little.

CORRECTION.—On page 24 of the June Bulletin, it was erroneously stated that "The United States, Alaska, and Hawaii are divided into approximately 380 different administrative areas, each with a different number." There are 579 administrative areas.

Table 7.—Distribution of male applicants for employee account numbers, by age and color and by States, and total number of male and female applicants by States, June 1938¹

State	Total male and female applicants	Number of male applicants											
		Total applicants	Color			Age group (years)							
			White	Negro	Other	Under 20	20-24	25-34	35-44	45-54	55-64	65 and over	Unknown
Total.....	424,004	276,318	239,576	33,786	2,956	68,239	48,630	52,284	38,304	31,369	20,033	16,759	700
Alabama.....	5,758	4,107	2,580	1,512	15	1,018	881	1,034	529	358	191	72	24
Alaska.....	529	420	350	70	31	31	94	113	63	60	39	20	-----
Arizona.....	2,830	2,050	1,857	122	71	458	370	466	292	242	181	38	3
Arkansas.....	4,299	3,210	2,431	775	4	667	717	783	472	292	163	115	2
California.....	26,662	15,545	14,089	654	802	2,810	2,683	3,334	2,676	2,232	1,342	465	3
Colorado.....	3,916	2,895	2,538	46	11	612	494	563	393	303	186	44	-----
Connecticut.....	3,157	1,856	1,777	74	5	677	272	260	222	199	141	80	5
Delaware.....	938	597	502	95	-----	131	83	104	64	50	37	126	2
District of Columbia.....	2,568	1,721	888	828	5	368	367	417	299	173	69	25	3
Florida.....	4,981	3,460	2,043	1,416	1	823	613	814	514	347	175	154	20
Georgia.....	4,659	3,311	1,789	1,521	1	886	732	812	427	225	162	91	36
Hawaii.....	142	90	14	1	75	24	16	30	11	5	4	-----	-----
Idaho.....	3,036	2,238	2,228	3	7	591	472	441	309	229	158	35	3
Illinois.....	24,058	13,764	12,572	1,154	38	4,101	2,046	2,022	1,817	1,006	928	1,242	2
Indiana.....	9,782	5,868	5,379	486	3	1,843	923	944	721	697	515	220	5
Iowa.....	8,459	5,503	5,410	83	10	1,308	1,241	1,037	745	642	398	132	-----
Kansas.....	6,217	3,782	3,554	216	12	1,235	720	703	443	367	240	74	-----
Kentucky.....	11,386	8,162	7,431	685	46	1,727	1,760	1,871	1,165	774	522	230	113
Louisiana.....	9,791	7,054	4,660	2,378	16	1,735	1,611	1,606	981	641	356	113	11
Maine.....	2,167	1,315	1,309	-----	6	300	231	240	178	158	127	80	-----
Maryland.....	4,158	2,492	1,871	609	12	590	431	494	342	271	154	210	-----
Massachusetts.....	5,297	3,209	3,141	64	4	1,023	608	543	437	277	196	122	3
Michigan.....	13,367	8,775	7,555	1,082	138	1,832	1,167	1,311	1,295	1,373	1,066	725	6
Minnesota.....	13,964	9,265	9,074	58	133	2,095	1,747	1,739	1,163	1,117	726	675	3
Mississippi.....	3,132	2,384	1,372	1,011	1	448	575	690	340	174	105	36	16
Missouri.....	15,518	10,727	9,045	1,668	14	2,017	1,840	2,127	1,645	1,370	743	978	7
Montana.....	3,748	2,723	2,536	7	180	455	464	533	434	469	327	35	6
Nebraska.....	7,477	5,102	4,950	91	61	1,229	901	896	682	584	398	410	2
Nevada.....	482	360	349	3	8	42	54	71	65	51	38	39	-----
New Hampshire.....	1,067	734	732	2	-----	209	111	108	80	100	68	58	-----
New Jersey.....	24,143	15,384	13,129	2,224	31	3,625	2,138	2,196	2,451	2,436	1,644	879	15
New Mexico.....	1,771	1,346	1,283	25	38	322	283	350	182	124	54	18	13
New York.....	32,416	19,768	17,555	1,968	245	3,382	2,831	4,025	3,349	2,701	1,454	1,992	34
North Carolina.....	8,169	5,939	5,809	2,114	16	1,968	1,263	1,170	661	375	206	72	224
North Dakota.....	2,716	1,960	1,920	2	38	423	503	435	256	176	124	42	-----
Ohio.....	26,752	17,700	15,824	1,832	44	3,911	2,178	2,219	1,951	1,778	1,517	4,135	11
Oklahoma.....	7,124	4,803	4,226	462	115	1,314	1,076	1,015	614	456	290	67	1
Oregon.....	4,045	2,631	2,567	11	53	437	481	586	420	358	241	108	-----
Pennsylvania.....	41,580	25,773	23,703	2,042	28	7,135	4,314	4,178	3,400	2,940	2,142	1,632	32
Rhode Island.....	734	460	443	14	3	152	71	77	53	57	24	20	6
South Carolina.....	2,385	1,770	740	1,030	-----	501	485	377	212	110	57	17	11
South Dakota.....	3,111	2,195	2,027	4	164	543	512	492	275	232	119	15	7
Tennessee.....	7,859	5,982	4,957	1,025	874	1,171	1,631	1,003	709	456	103	35	-----
Texas.....	27,647	18,216	15,884	2,304	28	7,067	3,149	3,474	2,188	1,412	746	170	10
Utah.....	2,130	1,411	1,400	6	5	417	287	264	175	151	86	31	-----
Vermont.....	723	463	462	-----	1	107	103	86	55	56	41	14	1
Virginia.....	7,664	5,291	3,550	1,735	6	1,472	1,202	1,146	636	421	231	168	15
Washington.....	6,500	4,141	3,792	46	303	717	637	539	619	538	360	431	-----
West Virginia.....	4,329	3,253	2,975	266	12	1,167	615	559	325	301	170	110	6
Wisconsin.....	7,552	4,656	4,550	29	77	1,267	932	880	579	506	360	69	3
Wyoming.....	1,050	757	754	3	-----	153	175	178	96	86	47	22	-----

¹ This information was tabulated from the actuarial cards placed in supplementary alphabetical file in June of this year; therefore, the count does not agree with the figures for applications received.

Source: Bureau of Old-Age Insurance, Baltimore Accounting Operations.

Table 8.—Distribution of female applicants for employee account numbers, by age and color and by States, June 1938¹

State	Number of female applicants											
	Total applicants	Color			Age group (years)							
		White	Negro	Other	Under 20	20-24	25-34	35-44	45-54	55-64	65 and over	Unknown
Total	147,686	131,286	15,823	577	41,254	30,261	34,444	21,535	12,492	5,558	1,993	149
Alabama.....	1,651	1,027	624	—	375	365	483	261	98	49	13	7
Alaska.....	109	88	1	20	14	30	28	20	13	3	1	—
Arizona.....	780	710	66	4	170	185	180	116	83	34	8	4
Arkansas.....	1,089	932	156	1	249	256	303	164	85	24	8	—
California.....	11,117	10,596	383	136	1,815	2,356	3,243	1,886	1,173	558	86	—
Colorado.....	1,321	1,282	34	5	326	303	339	207	104	35	6	1
Connecticut.....	1,301	1,231	70	—	626	166	215	158	92	34	8	2
Delaware.....	341	292	49	—	79	81	80	41	23	13	24	—
District of Columbia.....	847	612	335	—	136	223	270	140	59	18	—	6
Florida.....	1,321	1,097	423	1	316	344	454	209	131	47	14	—
Georgia.....	1,348	870	478	—	385	338	344	179	62	13	14	13
Hawaii.....	82	10	—	42	5	19	14	8	4	2	—	—
Idaho.....	798	792	3	3	252	199	149	89	76	27	6	—
Illinois.....	10,294	9,242	1,047	5	4,347	1,420	2,066	1,372	729	233	127	—
Indiana.....	3,914	3,624	290	—	1,535	648	724	478	334	172	18	5
Iowa.....	2,956	2,599	49	8	892	715	591	389	247	115	7	—
Kansas.....	2,435	2,204	227	4	808	479	480	325	204	124	15	—
Kentucky.....	3,224	2,630	265	39	917	710	691	479	291	109	23	4
Louisiana.....	2,737	2,008	724	5	786	511	687	391	237	104	17	—
Maine.....	852	851	1	—	233	171	170	125	97	45	11	—
Maryland.....	1,666	1,080	586	—	429	305	404	247	162	74	44	1
Massachusetts.....	2,088	2,060	27	1	662	430	425	292	171	79	28	1
Michigan.....	4,592	3,954	623	15	1,163	917	1,077	735	465	178	53	4
Minnesota.....	4,659	4,624	46	19	1,149	1,247	931	648	417	243	53	1
Mississippi.....	748	562	186	—	236	148	187	105	43	23	4	2
Missouri.....	4,791	4,095	693	3	1,240	1,024	1,033	728	410	228	127	1
Montana.....	1,025	886	5	34	315	240	174	116	113	58	9	—
Nebraska.....	2,376	2,230	126	19	600	556	519	333	202	134	28	3
Nevada.....	122	119	1	2	22	31	30	16	15	4	4	—
New Hampshire.....	333	333	—	—	93	65	68	46	37	17	7	—
New Jersey.....	8,759	7,865	890	4	2,666	1,471	2,016	1,345	751	329	176	5
New Mexico.....	425	419	5	1	136	121	93	46	23	6	—	—
New York.....	12,648	11,007	1,597	44	2,893	2,525	3,236	2,076	1,169	464	262	23
North Carolina.....	2,230	1,865	365	—	742	507	520	240	120	57	38	6
North Dakota.....	756	744	—	12	208	234	184	60	48	20	1	—
Ohio.....	9,052	7,496	1,541	15	2,044	1,639	2,034	1,496	935	511	382	11
Oklahoma.....	2,321	2,113	177	31	669	477	575	308	162	91	8	1
Oregon.....	1,414	1,405	4	5	278	332	366	225	158	47	8	—
Pennsylvania.....	15,816	14,613	1,197	6	4,254	3,360	3,570	2,401	1,379	616	223	13
Rhode Island.....	274	268	5	1	85	37	70	33	30	16	—	3
South Carolina.....	615	385	230	—	149	148	166	99	37	10	2	4
South Dakota.....	916	873	1	42	294	228	168	122	64	36	1	3
Tennessee.....	1,877	1,428	449	—	390	423	503	284	181	82	13	1
Texas.....	9,431	8,358	1,065	8	3,371	1,896	2,266	1,214	501	148	22	13
Utah.....	719	714	3	2	229	188	141	79	52	27	3	—
Vermont.....	290	290	—	—	74	43	62	33	31	12	5	—
Virginia.....	2,373	1,694	677	2	741	547	580	263	145	52	40	5
Washington.....	2,419	2,371	19	29	490	622	597	350	216	101	34	—
West Virginia.....	1,076	1,010	65	1	295	238	269	143	85	40	6	—
Wisconsin.....	2,896	2,875	13	8	952	676	594	370	207	91	6	—
Wyoming.....	293	291	2	—	80	67	75	45	21	5	—	—

¹ This information was tabulated from the actuarial cards placed in supplementary alphabetical file in June of this year; therefore, the count does not agree with the figures for applications received.

Source: Bureau of Old-Age Insurance, Baltimore Accounting Operations.

FINANCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS : DIVISION OF OLD-AGE BENEFITS RESEARCH

With June figures now available, financial operations under the social security program for the fiscal year 1937-38 may be compared with operations during 1936-37. The social security program during the past fiscal year was still in the process of establishment. Disbursements under the Social Security Act, tax collections, and the accumulation of reserves during the year reflect developments which included inauguration of new activities under some programs as well as a continuation of activities instituted prior to this year.

Federal expenditures under the Social Security Act, as shown in table 1, reached a total of \$678.5 million during the year 1937-38, an increase of

approximately \$230.7 million, or 50 percent, over corresponding expenditures during 1936-37.

The largest category of expenditures during each of the last 2 fiscal years was the transfers to the old-age reserve account, as shown in the next to the last line of table 1. These transfers amounted to \$122.0 million more in the year just ended than during the preceding year. The subsequent use made of these funds is shown in table 5, which indicates the status of the old-age reserve account as of June 30.

The second largest expenditure item is that for grants to States in connection with the assistance and welfare programs administered by State and

Table 1.—Federal appropriations and expenditures under the Social Security Act for the fiscal years 1936-37 and 1937-38¹

Item	Fiscal year 1936-37		Fiscal year 1937-38	
	Appropriations ²	Expenditures ³	Appropriations ⁴	Expenditures ⁵
ADMINISTRATIVE EXPENSES				
Social Security Board: Salaries and expenses, and wage records.....	\$30,749,700.00	\$15,433,916.68	\$10,500,000.00	\$19,613,584.38
Department of Commerce (Bureau of the Census): Salaries and expenses.....		⁶ 101,844.48	25,000.00	8,513.70
Department of Labor (Children's Bureau): Salaries and expenses.....	299,000.00	295,198.61	306,000.00	336,379.18
Total, administrative expenses.....	31,048,700.00	15,830,959.77	10,831,000.00	19,958,477.26
GRANTS TO STATES				
Social Security Board:				
Old-age assistance.....	⁷ 128,525,000.00	124,817,575.34	⁸ 166,500,000.00	182,198,734.35
Unemployment compensation administration.....	29,000,000.00	9,133,785.16	⁹ 22,500,000.00	⁷ 41,919,919.49
Aid to dependent children.....	¹⁰ 14,800,000.00	14,297,277.96	¹¹ 24,900,000.00	25,498,282.01
Aid to the blind.....	¹² 4,675,000.00	4,641,947.33	¹³ 8,200,000.00	8,161,249.06
Total, Social Security Board.....	176,000,000.00	152,890,585.79	219,100,000.00	254,769,184.91
Department of Labor (Children's Bureau):				
Maternal and child-health services.....	2,820,000.00	3,114,583.93	3,700,000.00	3,775,545.57
Services for crippled children.....	2,150,000.00	2,120,921.53	2,800,000.00	2,691,940.82
Child-welfare services.....	1,200,000.00	980,490.68	1,475,000.00	1,365,749.56
Total, Department of Labor.....	6,170,000.00	6,215,996.14	7,975,000.00	7,833,235.95
Treasury Department (Public Health Service): Public-health work.....	8,000,000.00	7,519,415.33	8,000,000.00	8,892,079.88
Total, grants to States.....	189,170,000.00	166,625,997.26	235,075,000.00	271,494,500.74
Old-age reserve account (general fund) ¹⁴	265,000,000.00	265,000,000.00	500,000,000.00	387,000,000.00
Grand total.....	485,218,700.00	447,756,957.03	745,906,000.00	678,452,978.00

¹ This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the provisions of the Social Security Act. Certain funds appropriated pursuant to the act are not included here, because the Treasury does not segregate these funds from other funds appropriated for the same purposes. This is true of funds for vocational rehabilitation, for which there was appropriation under the Social Security Act \$841,000 for the fiscal year 1936-37 and \$1,800,000 for the fiscal year 1937-38 for grants to the States, and \$74,420 for 1936-37 and \$95,000 for 1937-38 for administration. For the fiscal year 1936-37, \$5,861,550 was appropriated to the Bureau of Internal Revenue for collection of taxes under titles VIII and IX. For 1936-37, \$31,860 was appropriated to the Treasury Department for salaries in connection with maintenance and development of the old-age reserve account (title II). The U. S. Public Health Service received appropriations of \$1,320,000 for 1936-37 and \$1,600,000 for 1937-38 for research and administration, in addition to the sums for grants to the States shown in this table.

² Excluding unexpended balance of appropriations for the previous fiscal year.

³ On a check-paid basis.

⁴ Expenditures made from 1935-36 appropriation, salaries and expenses, U. S. Bureau of the Census.

⁵ After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

⁶ Includes an additional appropriation of \$3.6 million approved May 25, 1938.

⁷ Includes grants by the Social Security Board to States for employment service administration to meet the requirements of the unemployment compensation program.

⁸ For a statement of the reserve fund status as of June 30, 1938 (showing payments made and interest credited), see table 5.

Source: U. S. Treasury Department: Appropriations from the Office of the Commissioner of Accounts and Deposits, expenditures from the Daily Treasury Statement.

local agencies and the administration of unemployment compensation laws by State agencies. Grants to States for all programs of the Social Security Act amounted to \$271.5 million during the past fiscal year, an increase of nearly 63 percent over the corresponding figure for 1936-37. Grants to States for the special types of public assistance totaled \$212.9 million in 1937-38, and \$143.8 million in 1936-37, an increase of nearly 50 percent. Translated into terms of payments actually disbursed to beneficiaries, as shown in other sections of the Bulletin, this volume of Federal expenditures is a significant indication of the extent to which

individual distress among the needy in the population has been met through the cooperation of the Federal Government with States and local communities.

The smallest category of expenditures is that for administrative expense. The added administrative functions carried on during the past year, mainly by the Social Security Board, are reflected in an increase of over \$4 million in administrative expenses as contrasted with those for the preceding year.

The relative size of expenditures under the Social Security Act as compared with total expendi-

Table 2.—Receipts, expenditures, and issues under the Social Security Act, and total governmental receipts, expenditures, and debt

[In millions of dollars]

Year and month	Receipts of the Federal Government			Expenditures ¹ of the Federal Government			Excess receipts (+) or expenditures (-)	General fund balance	Amount of and changes in public debt								
									Amount of public debt				Monthly changes(+) or (-) in public debt				
	Total, all sources	Taxes under the Social Security Act ¹	All other	Total	Under the Social Security Act				All other	Total	Exclusive of social security issues	Social security issues for—		Total	Exclusive of social security issues	Social security issues for—	
					Grants to States and administrative expense	Transfers to old-age reserve account						Old-age reserve account	Unemployment trust fund			Old-age reserve account	Unemployment trust fund
Total, fiscal year 1935-36..	\$4, 116		\$4, 116	\$8, 477	\$28		\$8, 449	-\$4, 361	+\$840	\$33, 779	\$33, 700		\$19	+\$5, 078	+\$5, 059		+\$19
Total, fiscal year 1936-37..	5, 294	\$252	5, 042	8, 001	183	\$265	7, 553	-2, 707	-128	36, 425	35, 846	\$267	312	+2, 646	+2, 086	+\$267	+293
1936																	
July.....	294		294	412	12		400	-118	-451	33, 444	33, 419		25	-335	-341		+6
August.....	343		343	552	14		538	-209	-327	33, 380	33, 350		30	-64	-69		+5
September.....	499		499	667	7		660	-168	+284	33, 833	33, 799		34	+453	+449		+4
October.....	272	(²)	272	681	28		653	-409	-424	33, 833	33, 795		38	(²)	-4		+4
November.....	233	(²)	233	535	15		520	-302	-358	33, 794	33, 747		47	-39	-48		+9
December.....	517	(²)	517	655	4		651	-138	+800	34, 407	34, 343		64	+613	+596		+17
1937																	
January.....	284	3	281	631	20	45	566	-347	-180	34, 502	34, 383	45	74	+95	+40	+45	+10
February.....	275	10	265	553	22	45	486	-278	-187	34, 601	34, 397	90	114	+99	+14	+45	+40
March.....	1, 012	50	962	754	12	45	697	+258	+287	34, 728	34, 406	135	187	+127	+9	+45	+73
April.....	363	78	285	708	16	45	647	-345	-124	34, 941	34, 534	180	227	+213	+128	+45	+40
May.....	335	59	276	552	9	45	498	-217	+52	35, 213	34, 724	225	264	+272	+190	+45	+37
June.....	868	53	815	1, 300	25	40	1, 235	-432	+800	36, 425	35, 846	267	312	+1, 212	+1, 122	+42	+48
Total, fiscal year 1937-38..	6, 242	604	5, 638	7, 701	291	387	7, 023	-1, 459	-338	37, 165	35, 631	662	872	+740	-215	+395	+550
1938																	
July.....	409	53	356	659	29	42	588	-250	+85	36, 716	36, 067	308	341	+291	+221	+41	+29
August.....	453	60	393	556	17	41	498	-103	+263	37, 045	36, 286	349	410	+329	+219	+41	+69
September.....	788	50	738	681	10	41	630	+107	-43	36, 875	36, 027	390	458	-170	-259	+41	+48
October.....	333	52	281	615	40	41	534	-282	-184	36, 956	36, 029	431	496	+81	+2	+41	+38
November.....	327	36	291	542	31	41	470	-215	-68	37, 094	36, 048	472	574	+138	+19	+41	+78
December.....	865	69	796	730	13	43	674	+135	+365	37, 279	36, 141	513	626	+185	+93	+41	+51
1938																	
January.....	335	57	278	566	45	41	480	-231	-23	37, 453	36, 250	554	649	+174	+109	+41	+34
February.....	349	80	269	512	18	41	453	-163	+25	37, 633	36, 304	595	734	+180	+54	+41	+85
March.....	959	3	956	759	9	43	707	+200	+166	37, 556	36, 176	636	744	-77	-128	+41	+10
April.....	273	33	240	686	32	11	643	-413	-451	37, 510	36, 122	647	741	-46	-54	+11	-3
May.....	375	105	270	575	22	2	551	-200	-122	37, 422	35, 949	647	826	-88	-173	0	+85
June.....	774	5	769	821	24	0	797	-47	-351	37, 165	35, 631	662	872	-257	-318	+15	+46

¹ Federal tax receipts under titles VIII and IX of the Social Security Act. These data are from the Daily Treasury Statements and therefore are different from the tax collections in table 4 which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

² Exclusive of public debt retirement. On a checks-paid basis, i. e., checks cashed and returned to U. S. Treasury.

³ Less than \$500,000.

Source: Computed from data furnished by the Daily Treasury Statements.

Table 3.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal years 1936-37 and 1937-38¹

(In thousands of dollars)

State	Fiscal year 1936-37, total grants	Fiscal year 1937-38								
		Total grants	Social Security Board				Department of Labor ²			Treasury Department ³
			Old-age assistance	Aid to dependent children	Aid to the blind	Unemployment compensation administration ⁴	Maternal and child-health services	Services for crippled children	Child-welfare services	
Total, all participating States.....	\$166,820.4	\$274,956.9	\$185,725.0	\$25,145.4	\$5,203.3	\$42,201.6	\$3,705.5	\$2,715.0	\$1,352.4	\$8,908.7
Alabama.....	1,650.0	2,599.9	1,034.1	329.1	20.8	704.4	107.0	75.0	39.6	289.9
Alaska.....	46.8	252.8	144.5	(⁵)	(⁵)	31.0	31.8	4.9	5.7	34.8
Arizona.....	244.4	1,417.3	657.2	265.2	41.3	303.2	50.3	38.2	5.5	62.4
Arkansas.....	1,240.1	1,804.9	1,061.5	209.1	43.3	171.2	56.9	45.4	22.2	195.3
California.....	14,002.8	25,045.7	18,925.8	1,535.7	1,054.4	3,446.7	126.7	115.7	23.9	316.8
Colorado.....	4,708.3	6,494.2	5,657.1	452.1	90.8	100.9	56.2	22.0	20.1	95.0
Connecticut.....	2,120.4	3,845.4	2,445.5	(⁵)	0	1,214.8	37.3	33.7	13.0	103.0
Delaware.....	297.3	466.3	214.3	67.1	(⁵)	138.4	28.9	4.3	9.6	33.6
District of Columbia.....	666.8	1,188.6	451.4	197.0	22.4	366.8	41.5	34.2	7.7	67.5
Florida.....	735.6	2,018.4	2,363.9	(⁵)	71.8	191.9	75.2	57.8	29.5	128.3
Georgia.....	808.1	2,240.6	1,324.2	253.1	42.7	225.8	126.7	22.2	42.5	303.4
Hawaii.....	148.8	498.8	130.7	133.3	8.3	98.8	37.3	14.4	11.4	64.8
Idaho.....	1,554.6	1,687.3	1,116.7	264.5	29.0	126.5	42.8	21.6	14.5	71.8
Illinois.....	9,008.5	14,977.1	13,972.6	(⁵)	(⁵)	362.4	124.8	122.4	48.9	346.1
Indiana.....	3,678.8	5,072.2	4,383.6	1,546.5	267.6	1,566.7	75.9	31.1	31.0	160.8
Iowa.....	3,215.8	5,697.0	4,966.2	(⁵)	91.6	294.6	50.4	68.7	32.6	193.0
Kansas.....	226.2	2,192.8	1,433.9	342.0	64.7	131.2	49.5	45.0	21.8	104.6
Kentucky.....	1,517.1	2,844.2	2,147.8	(⁵)	(⁵)	223.0	94.2	53.0	47.6	248.5
Louisiana.....	2,143.4	3,289.2	1,559.8	751.0	15.0	655.0	91.8	(⁷)	27.1	159.4
Maine.....	888.1	1,452.7	444.9	185.3	151.7	494.4	54.9	32.5	17.9	71.2
Maryland.....	2,518.1	3,943.2	1,845.7	945.4	80.2	813.2	60.0	48.2	14.3	136.1
Massachusetts.....	9,443.1	15,083.4	10,877.5	945.3	127.1	2,717.7	82.5	84.7	12.3	236.5
Michigan.....	4,562.8	10,128.7	6,560.9	1,663.1	64.4	1,261.4	107.4	97.8	51.6	262.1
Minnesota.....	7,304.0	10,578.8	8,438.9	610.3	73.7	1,083.0	72.1	62.6	38.1	200.1
Mississippi.....	738.0	1,060.1	425.1	(⁵)	(⁵)	289.5	90.7	34.9	11.4	208.4
Missouri.....	4,841.7	7,090.6	6,253.7	226.8	(⁵)	244.4	61.9	63.5	30.0	210.2
Montana.....	1,161.6	1,840.6	1,435.2	140.9	10.2	108.8	50.1	30.1	20.8	44.6
Nebraska.....	3,137.4	2,877.2	2,092.4	476.5	55.0	88.3	27.8	55.8	23.5	57.8
Nevada.....	76.9	438.2	298.8	(⁵)	(⁵)	109.9	27.3	1.0	12.3	26.1
New Hampshire.....	743.8	1,100.8	518.3	55.0	38.1	390.9	27.3	11.9	13.8	45.6
New Jersey.....	4,837.3	4,685.2	2,582.7	1,152.4	72.0	521.1	79.3	50.9	21.4	205.5
New Mexico.....	433.4	729.1	292.0	151.3	15.6	48.9	64.7	48.9	16.7	88.0
New York.....	13,089.9	26,117.0	14,092.8	3,734.7	295.1	6,995.0	167.0	120.3	51.0	661.1
North Carolina.....	813.3	3,295.4	1,190.1	232.0	118.0	1,120.1	133.9	84.7	61.1	335.5
North Dakota.....	719.2	1,088.4	698.8	104.9	0	106.4	83.6	45.2	16.4	63.1
Ohio.....	17,079.6	18,575.8	15,527.1	1,436.8	442.5	482.4	141.6	143.8	32.2	360.4
Oklahoma.....	4,692.5	5,788.9	4,635.1	420.3	95.6	203.7	72.9	94.0	40.9	226.5
Oregon.....	1,900.3	3,201.8	2,083.9	154.9	68.8	698.6	59.2	24.3	22.1	87.9
Pennsylvania.....	13,648.9	24,139.6	12,846.1	2,609.0	973.0	6,890.1	147.8	178.3	62.6	432.7
Rhode Island.....	678.2	1,633.6	642.1	127.3	(⁵)	730.3	35.9	34.5	3.2	60.2
South Carolina.....	430.8	1,729.8	828.3	138.7	43.8	327.5	104.1	47.2	31.5	208.8
South Dakota.....	1,048.5	1,541.4	1,300.3	(⁵)	7.9	58.9	43.0	29.8	20.4	80.2
Tennessee.....	519.5	3,080.9	1,325.2	624.7	66.3	605.0	96.4	36.4	38.6	288.4
Texas.....	9,412.4	12,841.6	10,141.8	(⁵)	(⁵)	1,925.7	175.6	119.1	65.5	413.8
Utah.....	1,139.3	2,570.6	1,799.5	331.7	39.4	254.6	40.6	30.0	7.6	67.2
Vermont.....	498.3	874.2	469.2	31.0	11.8	246.3	36.4	19.2	14.2	46.2
Virginia.....	512.3	1,179.6	(⁵)	(⁵)	(⁵)	724.1	100.8	70.7	51.9	232.2
Washington.....	4,557.7	6,573.2	5,148.7	863.8	171.6	142.5	47.9	50.5	21.6	126.6
West Virginia.....	1,430.8	3,394.3	1,845.6	471.1	73.6	882.1	56.4	69.1	38.6	157.8
Wisconsin.....	5,429.5	7,296.2	4,726.0	827.4	208.7	1,194.8	62.6	52.0	40.6	184.2
Wyoming.....	823.4	663.2	419.8	87.2	32.3	88.5	8.0	3.6	(⁷)	23.6

¹ Checks issued by the Treasury Department during the given periods for Federal grants to States under the Social Security Act, not including Federal funds for vocational rehabilitation under title V, pt. 4, which are merged with other Federal funds provided for this purpose. For any given period, amounts reported in this table will differ from those reported in tables 7 and 8 showing amounts certified by the Social Security Board to the Secretary of the Treasury for payment to the States, since sums certified by the Board are attributed to the quarter for which they were provided. The Board may certify amounts to be granted for the current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within the period for which the funds are certified.

² Includes grants by the Social Security Board to States for employment service administration to meet the requirements of the unemployment compensation program; as of June 30, 1938, such grants had been made to 28 States in which benefits were payable or were soon to become payable.

³ Administered by the U. S. Children's Bureau.

⁴ Administered by the U. S. Public Health Service.

⁵ No plan approved by the Social Security Board.

⁶ Plan approved on May 13 for last 2 months of fiscal year. Refund by Arizona of unexpended grants for fiscal year 1936-37.

⁷ No plan approved by the Chief of the U. S. Children's Bureau.

Source: Amount of grants computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

tures of the Federal Government may be seen from table 2. During the fiscal year just ended, social security expenditures comprised almost 9 percent of all Federal expenditures, whereas during 1936-37 this percentage was less than 6. The social security program has already assumed an important place in the Federal budget, in terms of increased revenues and the relationship of reserves

to the public debt and also in terms of expenditures.

Increases occurred during the year in each of the eight grants-in-aid programs. The largest actual increase occurred in connection with the grants for old-age assistance under title I, for which the amount granted in 1937-38 was greater by \$57.4 million¹ than that in the preceding year. The

¹ On basis of checks paid, see table 1.

Table 4.—Federal tax collections under titles VIII and IX of the Social Security Act, by internal revenue collection districts¹

(In thousands of dollars)

Internal revenue collection districts in—	Collections in the fiscal year 1936-37			Collections in the fiscal year 1937-38			Cumulative collections to June 30, 1938		
	Total, titles VIII and IX	Under title VIII	Under title IX	Total, titles VIII and IX	Under title VIII	Under title IX	Total, titles VIII and IX	Under title VIII	Under title IX
All States.....	\$256,181.2	\$198,341.3	\$57,839.9	\$600,678.0	\$510,550.6	\$90,127.3	\$856,859.2	\$708,892.0	\$147,967.2
Alabama.....	1,648.1	1,420.3	227.8	4,149.9	3,646.6	503.3	5,798.0	5,066.8	731.1
Arizona.....	412.7	366.8	45.9	988.4	898.6	89.9	1,401.2	1,265.3	135.9
Arkansas.....	885.6	508.8	376.8	1,669.2	1,373.3	295.9	2,554.8	1,882.1	672.7
California (2 districts).....	13,310.0	11,423.0	1,887.0	34,706.8	30,970.5	3,736.3	48,016.8	42,393.5	5,623.3
Colorado.....	1,283.8	1,108.8	175.0	3,505.1	3,137.5	367.6	4,788.9	4,246.4	542.5
Connecticut.....	4,797.4	4,103.1	694.3	11,456.5	10,019.2	1,437.3	16,253.9	14,122.3	2,131.6
Delaware.....	1,598.7	1,129.8	468.9	3,407.9	2,840.3	567.6	5,006.6	3,970.1	1,036.5
Florida.....	2,360.9	1,398.0	962.9	4,027.9	3,288.3	739.6	6,388.8	4,686.3	1,702.5
Georgia.....	3,429.3	1,975.2	1,454.2	5,937.9	4,674.3	1,263.6	9,367.3	6,649.5	2,717.8
Hawaii.....	702.3	381.3	321.0	1,203.1	973.6	229.5	1,905.4	1,354.8	550.6
Idaho.....	391.5	340.5	51.0	1,063.1	994.2	68.9	1,454.6	1,304.7	149.9
Illinois (2 districts).....	32,294.7	18,976.2	13,318.5	61,001.8	47,840.0	13,161.8	93,296.5	66,816.2	26,480.3
Indiana.....	4,151.9	3,632.6	519.3	10,020.9	8,927.1	1,093.8	14,172.8	12,559.7	1,613.1
Iowa.....	1,954.4	1,644.8	309.5	5,009.3	4,510.9	498.4	6,963.7	6,155.8	807.9
Kansas.....	1,740.5	932.9	807.6	3,192.1	2,430.0	762.1	4,932.5	3,362.9	1,569.7
Kentucky.....	1,822.2	1,449.2	373.1	4,573.3	3,884.3	689.1	6,395.6	5,333.5	1,062.1
Louisiana.....	1,591.9	1,366.4	225.4	4,152.1	3,687.6	464.5	5,743.9	5,054.0	689.9
Maine.....	889.8	785.7	104.1	2,342.0	2,099.2	242.8	3,231.8	2,884.9	346.9
Maryland (including District of Columbia).....	4,170.7	3,421.8	748.9	10,357.1	8,813.3	1,543.8	14,527.8	12,235.1	2,292.7
Massachusetts.....	10,919.2	9,356.6	1,562.7	26,044.4	22,882.8	3,161.6	36,963.6	32,238.4	4,725.1
Michigan.....	14,114.4	12,352.6	1,761.9	36,955.6	33,023.0	3,932.7	51,070.1	45,375.6	5,694.5
Minnesota.....	3,702.5	2,789.7	912.9	8,999.5	7,615.7	1,383.8	12,702.0	10,405.3	2,296.7
Mississippi.....	479.3	426.5	52.9	1,356.1	1,233.2	122.9	1,835.5	1,659.7	175.8
Missouri (2 districts).....	9,403.9	5,355.6	4,048.3	17,224.0	13,141.1	4,082.9	26,027.9	18,496.7	7,531.2
Montana.....	570.5	327.7	242.7	1,147.9	953.2	194.7	1,718.4	1,280.9	437.5
Nebraska.....	1,663.6	855.5	808.1	3,185.2	2,412.2	773.0	4,948.8	3,267.6	1,681.1
Nevada.....	409.8	286.6	123.2	1,097.6	886.0	211.5	1,107.3	872.6	234.7
New Hampshire.....	631.3	566.3	65.0	1,489.1	1,349.4	139.6	2,120.4	1,915.7	204.6
New Jersey (2 districts).....	7,582.3	6,475.1	1,107.3	20,841.7	18,508.2	2,333.6	28,424.1	24,983.2	3,440.8
New Mexico.....	215.3	196.6	18.8	591.5	547.4	44.1	806.8	744.0	62.8
New York (6 districts).....	56,470.8	43,216.1	13,254.7	136,414.3	109,703.0	26,651.3	192,885.1	152,979.1	39,906.0
North Carolina.....	2,649.6	2,281.2	368.4	6,599.4	5,856.8	742.6	9,248.9	8,137.9	1,111.0
North Dakota.....	276.3	166.5	109.9	508.9	445.6	63.3	785.2	612.1	173.2
Ohio (4 districts).....	16,615.5	14,362.0	2,253.5	39,975.0	35,265.0	4,710.0	56,590.5	49,627.1	6,963.5
Oklahoma.....	2,157.3	1,783.7	373.6	5,643.6	5,049.0	594.5	7,800.9	6,832.7	968.1
Oregon.....	1,402.6	1,194.0	208.5	3,697.6	3,304.2	393.3	5,100.1	4,498.3	601.9
Pennsylvania (3 districts).....	23,455.2	20,407.2	3,048.0	57,629.1	51,119.7	6,509.4	81,084.4	71,526.9	9,557.4
Rhode Island.....	1,722.9	1,474.5	248.4	3,871.4	3,338.2	533.2	5,594.3	5,312.7	281.6
South Carolina.....	1,046.6	933.3	113.3	2,780.9	2,574.4	206.5	3,807.5	3,507.7	299.8
South Dakota.....	218.3	192.8	25.4	550.9	542.3	8.6	769.2	735.2	34.0
Tennessee.....	2,103.5	1,770.4	333.1	5,219.6	4,552.8	666.8	7,323.1	6,323.2	999.9
Texas (2 districts).....	4,878.8	4,273.0	605.8	13,830.5	12,370.5	1,460.0	18,709.2	16,643.4	2,065.8
Utah.....	543.0	463.0	80.1	1,362.7	1,280.4	82.3	1,905.7	1,693.3	212.4
Vermont.....	385.2	337.6	47.6	955.3	849.7	105.7	1,340.5	1,187.2	153.2
Virginia.....	2,149.9	1,754.4	395.6	5,461.6	4,753.9	707.7	7,611.6	6,508.2	1,103.3
Washington (including Alaska).....	3,856.6	2,105.5	1,751.0	7,354.6	6,015.3	1,339.3	11,211.2	8,120.9	3,090.3
West Virginia.....	2,049.9	1,830.0	219.9	5,107.5	4,583.6	523.9	7,157.4	6,413.6	743.8
Wisconsin.....	4,777.0	4,267.3	509.7	11,874.3	10,730.6	1,143.7	16,651.2	14,997.9	1,653.3
Wyoming.....	293.5	176.0	117.5	563.9	474.9	89.1	857.4	650.8	206.6

¹ These data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore are slightly different from the tax figures shown in table 2, which are based on Daily Treasury Statements. The amounts listed in this table represent collections made in the respective internal revenue collection districts in the respective States, which have been covered into the U. S. Treasury. An amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

² "Taxes with respect to employment." Effective Jan. 1, 1937, based on wages for employment as defined in sec. 811 of the Social Security Act, payable by both employer and employee.

³ "Tax on employers of 8 or more." Effective Jan. 1, 1936, based on wages for employment as defined in sec. 907 of the Social Security Act, payable by employers only. The sums here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds in States having unemployment compensation laws certified for the taxable year by the Social Security Board. During part of the period to which these figures apply, employers were not able to claim these credits in some States whose unemployment compensation laws had not yet been certified by the Social Security Board.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

largest proportional increase, however, took place in the grants to States for unemployment compensation administration and expansion of employment services. As a result of the fact that 23 States and the District of Columbia started paying unemployment benefits during the year and thereby assumed a much greater administrative load, the total amount of these grants during the past fiscal year was more than 4½ times that provided the preceding year. Grants made to each of the States under these eight programs during 1937-38 are shown in table 3.

Under title VIII, tax collections during the past fiscal year amounted to \$510.6 million, an increase of approximately 157 percent over corresponding collections during 1936-37. Title IX tax collections, which amounted to \$90.1 million during the year, increased about 56 percent over the preceding year. Increases in the amounts of taxes received during the year under titles VIII and IX of the Social Security Act (table 4) are due largely to two factors: the rise in the tax rate under title IX and the fact that taxes collected during the last fiscal year were based on pay rolls covering a longer period of time than those of the fiscal year 1936-37. Under title IX the tax rate reaches its maximum point on 1938 pay rolls. Title VIII tax rates, however, will increase at 3-year intervals, starting with 1940, and will not reach their maximum rate until 1949.

Two factors operated during the second half of the year to offset the rate of increase of tax collections for the year. The method of collecting taxes under title VIII was changed to permit employers to make returns to the Treasury on a quarterly basis. This caused a lag in payments, and collections were based on pay rolls for only about 10 months. In addition, the decline in employment and pay rolls has had an important influence on the volume of collections going into the Treasury from covered industries.

Old-age insurance is the only part of the social security program under which payments are disbursed directly to beneficiaries by the Federal Government. As may be seen in table 5, checks issued by the United States Treasury for lump-sum payments under title II of the Social Security Act during the past year were \$5.4 million as compared with almost negligible disbursements during 1936-37.

Tables 5 and 6 show the growth of financial operations in connection with the old-age reserve account and the unemployment trust fund. During 1936-37 the old-age reserve account acquired 3-percent special Treasury notes amounting to \$267.1 million; during 1937-38 the securities acquired amounted to \$395.2 million. The unemployment trust fund increased its investment holdings to a still greater extent. During the year \$559.7 million in certificates of indebtedness were

Table 5.—Old-age reserve account

Month	Appropriation balance on first of month ¹	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Benefit payments	Cash with disbursing officer at end of month
1937							
January.....	\$265,000,000.00	\$45,000,000	-----	\$45,000,000	-----	\$0.00	\$0.00
February.....	220,000,000.00	45,100,000	-----	45,000,000	\$100,000.00	.00	100,000.00
March.....	174,900,000.00	45,000,000	-----	45,000,000	-----	.00	100,000.00
April.....	129,900,000.00	45,000,000	-----	45,000,000	-----	229.79	99,770.21
May.....	84,900,000.00	45,000,000	-----	45,000,000	-----	7,065.20	92,705.01
June.....	39,900,000.00	30,900,000	\$2,261,810.97	42,100,000	-----	19,674.36	73,030.65
July.....	500,000,000.00	42,000,000	(²)	41,000,000	\$1,061,810.97	46,357.05	1,088,484.67
August.....	458,000,000.00	41,000,000	-----	41,000,000	-----	108,080.84	980,403.73
September.....	417,000,000.00	41,000,000	-----	41,000,000	-----	99,472.23	880,931.50
October.....	376,000,000.00	41,000,000	-----	41,000,000	-----	169,348.62	711,582.88
November.....	335,000,000.00	41,000,000	-----	41,000,000	-----	263,972.69	447,610.19
December.....	294,000,000.00	43,000,000	-----	41,000,000	2,000,000.00	302,274.87	2,145,335.32
1938							
January.....	251,000,000.00	41,000,000	-----	41,000,000	-----	581,004.99	1,564,330.33
February.....	210,000,000.00	41,000,000	-----	41,000,000	-----	602,215.64	962,114.69
March.....	169,000,000.00	43,000,000	-----	41,000,000	2,000,000.00	736,132.95	2,225,981.74
April.....	126,000,000.00	10,800,000	-----	10,800,000	\$ -23.35	841,022.47	1,384,935.92
May.....	115,200,023.35	2,200,000	-----	0	\$ 2,199,921.36	823,297.05	2,761,560.23
June.....	113,000,101.99	0	15,412,232.89	15,400,000	\$ -56.56	830,883.47	1,930,620.20
Cumulative to June 30.....	113,012,391.44	652,000,000	17,674,043.86	662,300,000	7,361,652.42	5,431,032.22	1,930,620.20

¹ On the books of Bookkeeping and Warrants Division of the Treasury Department. \$265,000,000 appropriated to old-age reserve account for fiscal year 1936-37, and \$500,000,000 for fiscal year 1937-38. See footnote 3 for explanation of additions to appropriation.

² \$61,810.97 of the interest earned during the first 6 months was held as an appropriation balance until July 1937, at which time it was transferred to the disbursing officer.

³ Collections of improper payments made to claimants have been deducted and transferred to the appropriation.

Source: Computed from data furnished by the Daily Treasury Statements.

acquired as compared with \$293.4 million for 1936-37. The increase in this latter fund occurred despite the withdrawals by 24 States and the District of Columbia of \$195.7 million, chiefly during the last 6 months of the fiscal year. For the 22 States and the District of Columbia which have been paying benefits for 5 months or more, deposits plus interest amounted to \$211 million, and withdrawals to \$191 million in the period January-June 1938.

The growth in the size of the two funds is clearly

evident from a comparison of their interest earnings for the 2 years. During 1937-38 the interest credited to the old-age reserve account, as shown in table 5, amounted to \$15.4 million; in 1936-37 the figure was \$2.3 million. The Treasury notes held by the reserve account bear interest at 3 percent. The earnings of the unemployment trust fund during the last fiscal year, as may be seen in table 6, are very much greater than were the earnings credited during 1936-37.

At the end of the fiscal year 1937-38, an un-

Table 6.—Status of the unemployment trust fund as of June 30, 1938

State	Contributions first collectible on pay rolls for 1—	Fiscal year 1936-37					Fiscal year 1937-38				
		Balance as of June 30, 1936	Deposits	Earnings	Withdrawals	Balance as of June 30, 1937	Deposits ¹	Earnings ²	Withdrawals ³	Balance as of June 30, 1938 ⁴	
Total.....		\$18,949,421.44	\$292,915,958.16	\$2,737,181.92	\$1,000,000	\$313,602,561.52	\$748,813,895.53	\$15,172,022.11	\$195,720,000	\$881,968,479.18	
Alabama.....	1936		4,888,360.65	23,392.47		4,911,753.12	6,627,909.79	184,428.43	4,250,000	7,474,091.31	
Alaska.....	1937						498,958.23	3,623.36		502,581.59	
Arizona.....	1936		925,857.13	4,927.52		930,784.65	1,815,356.24	39,169.71	1,200,000	1,955,319.86	
Arkansas.....	1937						3,575,206.47	40,550.14		3,615,756.61	
California.....	1936		27,666,400.00	242,944.34		27,909,344.34	63,495,000.00	1,470,081.18	12,200,000	80,674,425.52	
Colorado.....	1936		2,295,233.60	14,709.81		2,309,943.41	4,035,587.42	109,492.72		6,435,023.53	
Connecticut.....	1936		8,400,000.00	46,814.60		8,446,814.60	12,153,000.00	308,356.68	8,250,000	12,658,171.28	
Delaware.....	1937						2,801,683.16	21,716.99		2,823,400.15	
District of Columbia.....	1936	603,872.42	2,878,799.98	45,375.37		3,528,047.77	5,177,939.64	141,647.08	825,000	8,022,634.49	
Florida.....	1937						6,995,820.77	57,707.18		7,053,527.95	
Georgia.....	1937						10,767,192.82	91,905.17		10,859,097.99	
Hawaii.....	1937						2,148,537.76	10,078.28		2,164,616.04	
Idaho.....	1936		898,520.56	5,489.91		904,010.47	1,596,933.38	44,153.01		2,545,096.86	
Illinois.....	1937						94,314,013.81	464,422.54		94,778,436.35	
Indiana.....	1936	855,590.45	13,060,144.51	142,747.93		14,038,432.89	15,135,803.50	544,966.71	2,500,000	27,239,223.19	
Iowa.....	1936		2,750,000.00	6,610.16		2,756,610.16	7,000,000.00	163,112.59		9,919,722.75	
Kansas.....	1937						7,122,280.08	78,795.43		7,201,075.51	
Kentucky.....	1936		2,500,000.00	10,459.81		2,510,459.81	10,682,000.00	219,047.99		13,411,507.80	
Louisiana.....	1936		3,900,000.00	24,169.43		3,924,169.43	7,475,000.00	176,949.09	1,750,000	9,726,118.52	
Maine.....	1936		1,850,000.00	10,889.88		1,860,889.88	3,050,000.00	72,428.21	2,700,000	2,283,318.09	
Maryland.....	1936		3,000,000.00	16,919.51		3,016,919.51	9,800,000.00	181,963.59	6,300,000	6,698,883.10	
Massachusetts.....	1936		18,700,000.00	169,145.19		18,869,145.19	39,300,000.00	888,931.07	15,000,000	44,058,076.26	
Michigan.....	1936		13,040,000.00	91,614.88		13,131,614.88	47,986,290.15	915,648.11		62,033,523.14	
Minnesota.....	1936		4,700,000.00	29,730.48		4,729,730.48	11,700,000.00	231,688.86	5,500,000	11,161,419.34	
Mississippi.....	1936		1,134,382.09	12,200.04		1,146,582.13	2,107,596.67	53,114.26	650,000	2,657,293.06	
Missouri.....	1937						24,094,698.20	148,029.36		24,242,697.86	
Montana.....	1937						3,050,697.20	33,037.21		3,083,734.41	
Nebraska.....	1937						4,801,135.90	37,823.51		4,838,959.41	
Nevada.....	1937						1,028,946.31	12,084.56		1,041,030.87	
New Hampshire.....	1936		2,282,616.84	17,821.71		2,300,438.55	3,054,871.43	86,463.48	2,070,000	3,271,473.46	
New Jersey.....	1936		16,550,000.00	85,414.88		16,635,414.88	27,176,000.00	722,521.95		44,533,936.83	
New Mexico.....	1936		650,000.00	4,159.04		654,159.04	975,000.00	28,701.88		1,657,860.92	
New York.....	1936	6,007,838.09	50,000,000.00	655,336.55		56,663,174.64	90,800,000.00	2,184,506.42	50,000,000	99,647,681.06	
North Carolina.....	1936		5,520,000.00	32,855.72		5,552,855.72	8,255,000.00	206,067.64	5,575,000	8,438,923.36	
North Dakota.....	1937						1,263,116.11	13,135.64		1,276,251.75	
Ohio.....	1936		17,002,015.39	117,807.07		17,119,822.46	52,102,364.27	1,173,458.70		70,305,645.43	
Oklahoma.....	1936		3,505,000.00	22,980.14		3,527,980.14	6,080,000.00	156,611.72		9,764,591.86	
Oregon.....	1936		3,311,887.48	39,409.16		3,351,296.64	5,184,881.46	119,389.84	4,000,000	4,655,567.94	
Pennsylvania.....	1936		37,780,000.00	224,190.67		38,004,190.67	65,522,000.00	1,527,735.83	38,500,000	66,553,926.50	
Rhode Island.....	1936		4,467,827.46	37,769.97		4,505,597.43	7,207,179.25	155,046.86	6,800,000	5,067,823.54	
South Carolina.....	1936		2,500,000.00	17,695.89		2,517,695.89	3,525,000.00	103,101.08		6,145,796.97	
South Dakota.....	1936		470,000.00	3,367.73		473,367.73	870,000.00	23,672.77		1,367,040.50	
Tennessee.....	1936		3,800,000.00	18,051.16		3,818,051.16	6,620,000.00	158,400.99	3,500,000	7,096,452.15	
Texas.....	1936		10,585,000.00	73,749.45		10,658,749.45	18,810,000.00	462,744.10	4,200,000	25,731,493.55	
Utah.....	1936		1,113,367.70	9,229.72		1,122,597.42	2,190,000.00	48,291.01	1,725,000	1,635,898.43	
Vermont.....	1936		656,342.98	4,301.82		660,644.80	1,273,729.43	29,270.81	575,000	1,388,645.04	
Virginia.....	1936		4,300,000.00	21,153.45		4,321,153.45	7,475,000.00	183,336.92	2,950,000	9,029,490.37	
Washington.....	1937						12,975,602.61	134,744.43		13,110,347.04	
West Virginia.....	1936		3,589,467.76	22,754.62		3,612,222.38	10,078,000.00	176,815.21	8,600,000	5,267,037.59	
Wisconsin.....	1934	11,482,150.48	12,344,734.03	431,291.84	1,000,000	23,258,176.35	15,406,155.72	709,282.27	6,100,000	33,273,614.34	
Wyoming.....	1937						1,632,467.75	17,769.54		1,650,237.29	

¹ Contributions payable under State unemployment compensation laws. Contributions from employers are collectible in all States; in addition, the following States require employee contributions on wages earned: Alabama, California, Kentucky, Louisiana, Massachusetts, New Jersey, Rhode Island.

² Includes \$40,561,856.43 credited by the U. S. Treasury to the unemployment trust funds of 13 States and 2 Territories which had no law in 1936, but which enacted a State unemployment compensation law during 1937.

³ Earnings are credited at the end of each quarter of the fiscal year.

⁴ Represents withdrawals since Jan. 1, 1938, except in the case of Wisconsin, which had withdrawn \$2,250,000 previous to that date.

Source: Computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

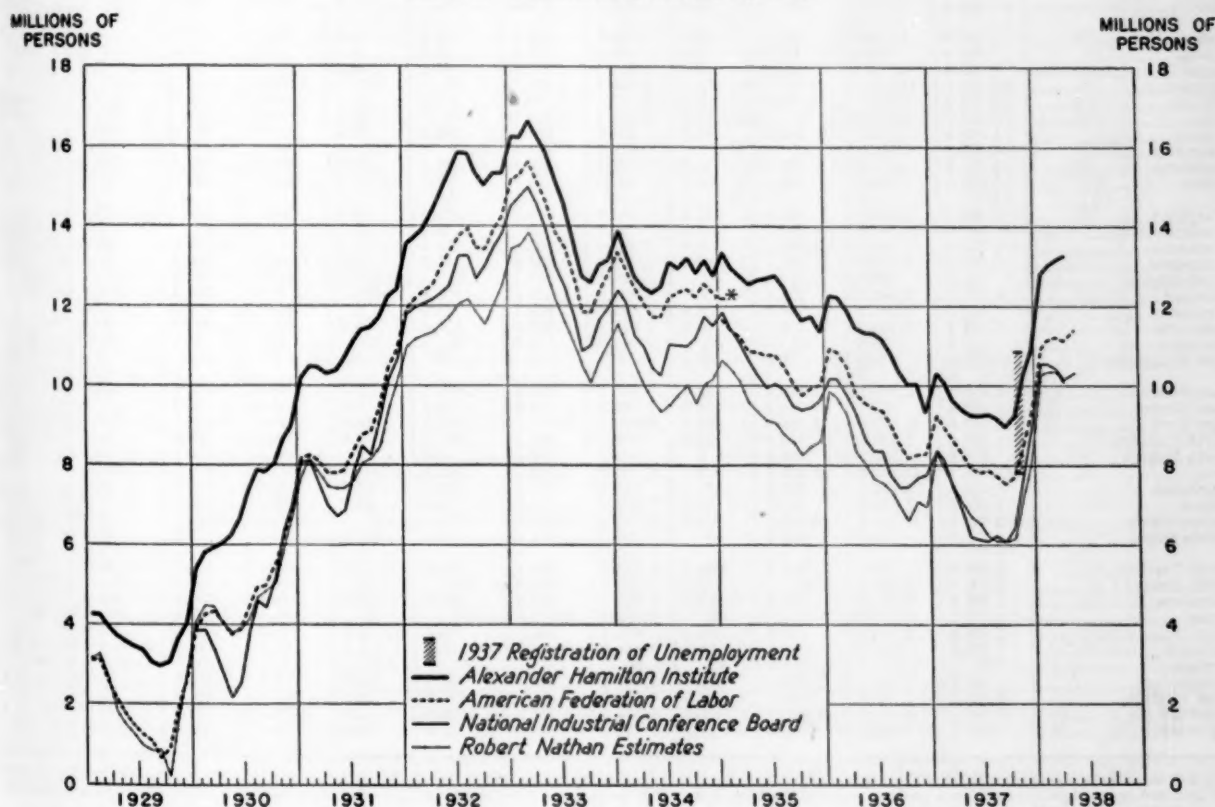
expended balance of \$113 million remained out of the \$500 million appropriated to the old-age reserve account for the year. The appropriation to the reserve account for the present fiscal year reappropriates this unexpended sum in addition to a new appropriation of \$360 million. In a revised budget statement issued on July 12, the President allocated the amount of \$410 million for transfer to the old-age reserve account during the present fiscal year.

The level to which unemployment benefit payments rose during the past fiscal year is indicated in part by the amount of withdrawals from the unemployment trust fund. During 1936-37 only \$1.0 million was requisitioned for benefit payments. In contrast to this, \$195.7 million was withdrawn in 1937-38. During 1936-37 only 1 State withdrew funds for benefit payments; during the past year 24 States and the District of Columbia made withdrawals. By the end of June 1938 the State of New York alone had withdrawn a total of \$50.0 million from its account in the fund. Since States requisition funds in advance of payments to bene-

ficiaries, the month-to-month figures for withdrawals do not indicate with any degree of precision the volume of benefit payments made during any specific month. In the future, however, average withdrawals during quarterly or yearly periods should correspond fairly closely to the actual volume of benefit payments made during these longer periods.

The uncertainty of general economic conditions has been reflected in the divergent movements of a number of different indexes. Four preliminary estimates of the trend of the volume of unemployment through the month of May are shown in chart I. Each of these preliminary estimates indicates that unemployment in May was substantially higher than in April. The estimated increases range between 123,000 and 498,000 persons. During the same period the Federal Reserve index of factory employment, adjusted for seasonal variation, decreased from 79.2 to 77.6, while the Bureau of Labor Statistics index of factory pay rolls, unadjusted for seasonal variation, declined from 70.7 to 69.4. The Federal

Chart I.—Estimates of unemployment



* Revised January 1935 to date.

Reserve employment index showed a greater drop in durable goods industries than in the nondurable goods industries. The widespread decline in pay rolls, upon which social security taxes are levied, is further reflected in the income payment series of the Department of Commerce, which decreased in May for the ninth successive month.

Similar declines occurred between April and May in the indexes which measure other aspects of business activity. The adjusted index of industrial production of the Federal Reserve Board declined from 77 to 76, although the unadjusted index showed no change. Analysis of the components of the Federal Reserve index indicates that

Table 7.—Federal grants to States for public assistance: Advances for the fiscal year 1937-38 certified¹ by the Social Security Board to the Secretary of the Treasury and advances authorized and those certified as of July 31, 1938, for the first quarter of the fiscal year 1938-39

[In thousands of dollars]

State	Advances certified or authorized by the Social Security Board as of July 31, 1938, for direct assistance and administration of public assistance											
	Total advances certified for the fiscal year 1937-38				Advances authorized for first quarter of fiscal year 1938-39				Advances certified for first quarter of fiscal year 1938-39			
	Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
Total	\$208,429.2	\$178,184.3	\$25,080.8	\$5,164.1	\$54,782.7	\$46,727.5	\$6,879.5	\$1,175.7	\$35,869.4	\$30,765.1	\$4,367.4	\$736.9
Alabama	1,239.0	908.2	311.0	19.8	452.6	338.3	105.8	8.5	298.7	232.1	61.9	4.7
Alaska	144.5	144.5	(¹)	(¹)	45.4	45.4	(¹)	(¹)	27.6	27.6	(¹)	(¹)
Arizona	930.9	657.2	236.4	37.3	301.5	237.8	53.8	9.9	186.3	147.7	32.5	6.1
Arkansas	1,313.9	1,061.5	209.1	43.3	333.5	274.9	49.0	9.6	202.6	169.9	27.3	5.4
California	19,745.3	17,346.8	1,428.0	970.5	6,051.4	5,384.5	396.3	270.6	3,910.9	3,481.7	252.0	177.2
Colorado	6,208.7	5,665.8	452.1	90.8	1,521.9	1,373.1	121.7	27.1	991.7	891.0	82.0	18.7
Connecticut	2,267.4	2,267.4	(¹)	0	593.6	593.6	(¹)	0	394.0	394.0	(¹)	0
Delaware	261.1	198.6	62.5	(¹)	62.7	47.2	15.5	(¹)	41.5	31.5	10.0	(¹)
District of Columbia	625.4	424.4	180.4	20.6	186.5	122.6	56.3	7.6	119.0	77.9	36.4	4.7
Florida	2,264.6	2,192.8	(¹)	71.8	637.8	617.6	(¹)	20.2	398.4	394.4	(¹)	4.0
Georgia	1,841.2	1,474.4	310.3	56.5	585.8	454.6	110.9	20.3	346.5	265.6	68.2	12.7
Hawaii	266.9	130.7	127.9	8.3	79.6	37.3	42.3	0	53.9	24.0	29.9	0
Idaho	1,420.6	1,116.7	264.5	39.4	361.5	285.6	65.9	10.0	237.3	188.0	42.7	6.6
Illinois	12,855.7	12,855.7	(¹)	(¹)	3,429.1	3,429.1	(¹)	(¹)	2,282.9	2,282.9	(¹)	(¹)
Indiana	5,730.8	4,045.7	1,432.2	252.9	1,715.0	1,233.6	415.3	66.1	1,105.7	800.5	264.8	40.4
Iowa	5,072.7	4,981.1	(¹)	91.6	1,565.5	1,526.0	(¹)	39.5	1,033.7	1,011.5	(¹)	22.2
Kansas	1,840.6	1,433.9	342.0	64.7	865.9	688.7	153.6	23.6	563.6	477.8	102.3	13.5
Kentucky	1,982.2	1,982.2	(¹)	(¹)	573.5	573.5	(¹)	(¹)	370.3	370.3	(¹)	(¹)
Louisiana	2,325.8	1,559.8	751.0	15.0	662.4	418.4	232.1	11.9	448.5	285.0	155.8	7.7
Maine	782.0	445.0	185.3	151.7	462.0	364.8	49.7	47.5	301.1	235.4	33.3	32.4
Maryland	2,630.7	1,699.9	855.0	75.8	744.6	462.7	263.6	18.3	492.7	304.3	177.0	11.4
Massachusetts	11,955.4	10,883.0	945.3	127.1	35.3	0	35.3	0	23.3	(¹)	0	23.3
Michigan	8,328.2	6,570.7	1,693.1	64.4	2,302.6	2,007.9	277.3	17.4	1,557.2	1,407.1	139.0	11.1
Minnesota	8,496.4	7,839.0	585.4	72.0	2,152.9	1,963.6	199.6	19.7	1,404.8	1,296.8	97.3	10.7
Mississippi	425.1	425.1	(¹)	(¹)	216.1	216.1	(¹)	(¹)	142.8	142.8	(¹)	(¹)
Missouri	6,210.6	5,983.8	226.8	(¹)	1,896.0	1,726.8	169.2	(¹)	1,081.1	998.3	82.8	(¹)
Montana	1,586.3	1,435.2	140.9	10.2	476.7	413.1	63.6	0	321.8	279.3	42.5	0
Nebraska	2,624.3	2,092.8	476.5	55.0	775.4	642.8	117.8	14.8	525.2	435.5	80.6	9.1
Nevada	236.6	236.6	(¹)	(¹)	74.0	74.0	(¹)	(¹)	43.1	43.1	(¹)	(¹)
New Hampshire	614.3	521.2	55.0	38.1	0	0	0	0	0	(¹)	0	0
New Jersey	3,843.9	2,619.5	1,152.4	72.0	1,101.1	725.0	355.4	20.7	710.9	458.8	238.7	13.4
New Mexico	434.4	273.7	142.1	18.6	41.9	26.2	13.9	1.8	41.9	26.2	13.9	1.8
New York	18,122.6	14,062.8	3,734.7	295.1	4,877.3	3,549.0	1,262.7	65.6	3,149.6	2,303.9	812.9	32.8
North Carolina	1,684.4	1,190.1	340.4	153.9	638.3	452.7	144.0	41.6	419.1	295.3	97.0	26.8
North Dakota	804.6	690.7	104.9	0	222.1	206.5	15.6	0	135.6	135.6	0	0
Ohio	15,618.4	13,859.2	1,349.5	406.7	4,898.3	4,416.2	360.3	115.8	3,343.3	3,042.1	226.8	74.4
Oklahoma	5,630.9	4,874.4	637.3	119.2	349.2	296.9	34.8	17.5	232.9	198.0	23.2	11.7
Oregon	2,147.7	1,929.9	153.3	64.5	691.3	618.7	52.4	20.2	428.6	388.4	28.0	12.2
Pennsylvania	10,462.5	12,880.5	2,609.0	973.0	3,743.8	3,068.8	675.0	(¹)	2,473.5	2,023.5	450.0	(¹)
Rhode Island	771.2	643.9	127.3	(¹)	220.8	181.9	38.9	(¹)	145.3	120.3	25.0	(¹)
South Carolina	1,010.8	828.3	138.7	43.8	554.0	436.1	97.3	20.6	388.5	305.5	69.3	13.7
South Dakota	1,308.5	1,300.6	(¹)	7.9	532.3	528.6	(¹)	3.7	370.4	368.7	(¹)	1.7
Tennessee	1,706.8	1,087.8	567.0	52.0	797.5	564.0	201.3	32.2	553.4	400.7	129.5	23.2
Texas	9,375.7	9,375.7	(¹)	(¹)	2,412.6	2,412.6	(¹)	(¹)	1,589.4	1,589.4	(¹)	(¹)
Utah	2,170.6	1,799.5	331.7	39.4	632.1	535.1	87.4	9.6	418.8	354.9	57.5	6.4
Vermont	471.6	424.8	31.0	15.8	141.6	131.1	6.8	3.7	95.3	88.8	4.1	2.4
Virginia	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)	(¹)
Washington	6,184.1	5,148.7	863.8	171.6	1,501.8	1,290.1	154.1	48.6	996.9	873.9	90.7	32.3
West Virginia	2,241.6	1,737.0	436.6	68.0	567.9	409.3	137.9	20.7	359.1	259.7	86.2	13.2
Wisconsin	5,704.2	4,444.7	1,007.2	252.3	1,574.5	1,217.9	288.5	68.1	1,002.7	773.0	185.3	44.4
Wyoming	507.5	393.8	83.2	30.5	123.5	98.2	17.9	7.4	78.0	62.4	11.0	4.0

¹ Advances from Federal funds certified as of the given date by the Social Security Board for a specified quarter for direct assistance and administration of the specified types of public assistance under the Social Security Act. This table is not comparable to the tables showing the amount of obligations incurred for payments to recipients, which include payments to recipients from Federal, State, and local funds and exclude administrative expense.

² No plan approved by the Social Security Board.

Source: Social Security Board, Bureau of Accounts and Audits.

considerably larger decreases than were apparent in the combined index occurred in the individual adjusted indexes for automobiles, iron and steel, and minerals. On the other hand, the adjusted index for manufactures remained stable, and that

for textiles increased three points. The value of construction contracts awarded decreased one point in May, when adjustment is made for seasonal variation, while the unadjusted figure showed an increase of two points.

Table 8.—Federal grants to States for administration of unemployment compensation laws and State employment services: ¹ Advances ² for the fiscal year 1937-38 certified by the Social Security Board to the Secretary of the Treasury and advances authorized as of July 31, 1938, for the first quarter of the fiscal year 1938-39

[In thousands of dollars]

State	Advances certified or authorized by the Social Security Board as of July 31, 1938, for—					
	Administration of unemployment compensation and employment services		Unemployment compensation administration		Employment service administration	
	Total, fiscal year 1937-38	First quarter, fiscal year 1938-39	Fiscal year 1937-38	First quarter, fiscal year 1938-39	Fiscal year 1937-38	First quarter, fiscal year 1938-39
Total.....	\$42,255.9	\$10,264.9	\$27,878.1	\$8,210.3	\$14,377.8	\$2,054.6
Alabama.....	713.6	159.9	473.6	129.7	240.0	30.2
Alaska.....	31.0	6.2	31.0	6.2		
Arizona.....	303.2	77.5	202.1	66.0	101.1	11.5
Arkansas.....	171.2	51.3	171.2	51.3		
California.....	3,458.8	83.7	2,479.4	0	979.4	83.7
Colorado.....	100.9	29.8	100.9	29.8		
Connecticut.....	1,217.0	425.3	834.7	335.9	382.3	89.4
Delaware.....	138.4	33.8	138.4	33.8		
District of Columbia.....	366.9	101.9	270.7	69.4	96.2	32.5
Florida.....	191.9	0	191.9	0		
Georgia.....	225.8	145.3	225.8	51.1		94.2
Hawaii.....	98.8	27.8	98.8	27.8		
Idaho.....	126.4	87.4	126.4	64.0		23.4
Illinois.....	362.4	197.1	362.4	197.1		
Indiana.....	1,566.7	534.3	1,078.9	372.8	487.8	161.5
Iowa.....	294.6	193.0	209.9	136.1	84.7	56.9
Kansas.....	131.2	54.0	131.2	54.0		
Kentucky.....	223.0	80.1	223.0	80.1		
Louisiana.....	655.0	176.3	411.7	150.3	243.3	26.0
Maine.....	494.4	126.8	319.4	106.9	175.0	19.9
Maryland.....	813.2	257.3	541.9	199.9	271.3	57.4
Massachusetts.....	2,717.7	676.7	1,897.4	575.9	820.3	100.8
Michigan.....	1,261.5	791.7	744.8	667.7	516.7	124.0
Minnesota.....	1,090.5	315.8	668.1	263.5	422.4	52.3
Mississippi.....	289.5	78.7	189.0	62.8	100.5	15.9
Missouri.....	251.2	0	251.2	0		
Montana.....	108.8	29.7	108.8	29.7		
Nebraska.....	88.3	37.7	88.3	37.7		
Nevada.....	109.9	0	109.9	0		
New Hampshire.....	390.9	97.3	269.0	69.0	121.9	28.3
New Jersey.....	521.1	212.8	521.1	212.8		
New Mexico.....	48.9	24.0	48.9	24.0		
New York.....	6,994.9	1,709.0	3,658.5	1,337.3	3,336.4	371.7
North Carolina.....	1,120.1	37.9	740.8	0	379.3	37.9
North Dakota.....	106.4	19.2	106.4	19.2		
Ohio.....	482.4	210.4	482.4	210.4		
Oklahoma.....	203.7	67.3	203.7	67.3		
Oregon.....	698.7	186.9	542.9	137.3	155.8	49.6
Pennsylvania.....	6,890.1	1,251.4	4,210.8	937.2	2,679.3	314.2
Rhode Island.....	730.3	170.1	592.6	167.1	137.7	12.0
South Carolina.....	344.0	101.1	269.4	84.8	74.6	16.3
South Dakota.....	58.9	19.5	58.9	19.5		
Tennessee.....	605.0	176.9	344.1	141.2	260.9	35.7
Texas.....	1,925.7	229.0	750.6	229.0	1,175.1	0
Utah.....	254.6	70.4	183.5	63.0	71.1	7.3
Vermont.....	246.3	69.2	164.8	51.7	81.5	17.5
Virginia.....	724.1	193.3	496.1	169.5	228.0	23.8
Washington.....	142.5	50.1	142.5	50.1		
West Virginia.....	882.2	257.5	588.4	213.3	293.8	44.2
Wisconsin.....	1,194.8	302.6	733.4	186.1	461.4	116.5
Wyoming.....	88.6	20.9	88.6	20.9		

¹ Advances certified or authorized by the Social Security Board for State employment service administration to meet the requirements of the unemployment compensation program; this table does not include Federal grants by the U. S. Employment Service under the Wagner-Peyser Act nor State or local appropriations to the employment service.

² Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation, which is not necessarily the period in which the certification is made. By June 30, 1938, all grants authorized for the fiscal year 1937-38 and for the 1st quarter of the fiscal year 1938-39 had been certified by the Social Security Board to the Secretary of the Treasury.

Source: Social Security Board, Bureau of Accounts and Audits.

RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

GENERAL

CLARK, JANE PERRY

The Rise of a New Federalism: Federal-State Cooperation in the United States. New York: Columbia University Press, 1938. 347 pp.

In this study of the types of Federal-State relationships the author discusses informal cooperation, agreements and compacts, cooperative use of government personnel, interdependent law and administration, grants-in-aid, and Federal credits for State taxation. The utilization by the Social Security Act of the last two devices is brought out in detail. An extensive bibliography is included.

COYLE, DAVID CUSHMAN; DREHER, CARL; LANDAUER, CARL; and JOHNSON, GERALD W.

The American Way. New York, London: Harper, 1938. 171 pp.

The basic principles of the social security program appear at various points in this collection of contributions to the Harper essay contest on "The American Way." Mr. Coyle's insistence on security as "almost the same as liberty itself" is the most explicit formulation of the theme.

Mr. Dreher urges action toward solution of the unemployment problem. Mr. Landauer finds the universal trend to be in the direction of economic as well as political equality. Two "essentials" discussed by Mr. Johnson are the "dignity of the individual" and "a reasonable respect for reality in politics."

DIAMOND, HERBERT MAYNARD

"Let Them Work!" *American Federationist*, Washington, D. C., Vol. 47, No. 7 (July 1938), pp. 706-710.

The statutory provision for retirement from regular employment as a condition of the receipt of old-age benefits is analyzed in this article. Professor Diamond urges that older persons be permitted to work and draw benefits.

KIMMEL, LEWIS H.

Cost of Government in the United States, 1935-1937. New York: National Industrial Conference Board, 1938. 163 pp. (National Industrial Conference Board Studies No. 240.)

A statistical and analytical study of governmental expenditures, tax collections, the Federal deficit, the public debt, and social security finances. Comparisons are made with the tax loads and national debts of Canada, Great Britain, Germany, and France. The chapter on "Social Security Finances" contains a consideration of the fiscal provisions of the statutes, an inquiry into whether the levies are taxes or contributions, and a section on "Implications of Social Security Financing."

KUZNETS, SIMON

Commodity Flow and Capital Formation. Vol. I. New York: National Bureau of Economic Research, 1938. 505 pp.

This volume is described by the author as the first of two in a study "devoted primarily to the measurement of durable capital goods, volume of construction, and changes in inventories" from 1919 through 1935. It is "largely a detailed account of the data and statistical devices used, the decisions made at each stage of the inquiry, the assumptions implicit in the statistical operations and the probable effects of these assumptions on the reliability of the results." The summary consolidates the detailed analyses presented in the preceding parts.

MANES, ALFRED

Insurance: Facts and Problems. Selected Lectures on Business Administration and Economics. New York, London: Harper, 1938. 182 pp. (Indiana University, Patten Foundation Series, Vol. 1.)

This book consists of 12 lectures delivered at Indiana University and elsewhere. The purpose as stated in the preface is "to show the unity of all insurance matters and to give an impetus to the consideration of insurance not only as a business, but as a basis of economic life, as a mixture of capitalistic and collectivistic principles, a science which has not yet been recognized or popularized in all countries." Among the topics considered are the relation between private insurance and social insurance, the economic and social importance of insurance, the calculation and classification of risks, reinsurance, prevention of risks, and workmen's compensation.

MAXWELL, J. A.

"Commonwealth Grants to States in Australia." *American Economic Review*, Menasha, Wis., Vol. 28, No. 2 (June 1938), pp. 267-274.

A concise description of Australia's method of adjusting the financial relations between the National Government and the States. The two principal systems of grants—that of 1927 on the debt service of the States, and the special grants developed since 1933 by the Commonwealth Grants Commission—are outlined.

NATIONAL ASSOCIATION OF ATTORNEYS-GENERAL

Proceedings, Thirty-first Annual Meeting, Kansas City, Missouri, September 27-28, 1937. Madison, Wis.: Straus Printing Co., no date. 168 pp.

Of some 15 addresses at this meeting, 8 are directly concerned with the Social Security Act. Problems of unemployment compensation, interstate agreements, old-age assistance, and aid to dependent children are discussed,

principally in their relationship to the office of State attorney general.

NATIONAL CONFERENCE ON SOCIAL SECURITY

Social Security in the United States, 1938. A Record of the Eleventh National Conference on Social Security, New York City, April 8 and 9, 1938; Together with a Census of Social Security in the United States. New York: American Association for Social Security, Inc., 1938. 253 pp.

The principal topics in this report are: "Newer Problems and Trends in Old Age Security"; "Basic Problems of Unemployment Insurance Administration"; "The Fiscal Problems in Social Security"; and "The Need for National Health Insurance." The administrators and other experts discuss chiefly the possibility of improving the present systems. Questions are raised concerning categorical assistance versus general relief, Federal and State relationships, social security finance, administrative simplification, elimination of political interference, and public-health and health-insurance developments.

SMICK, A. A.

"Training for Rural Case Work." *Sociology and Social Research*, Los Angeles, Vol. 22, No. 6 (July 1938), pp. 538-544.

Professor Smick urges that rural case workers receive graduate training in schools in rural communities. The land-grant colleges are suggested as the most desirable institutions for the purpose, and a suggested content for such training programs is outlined.

THORNDIKE, EDWARD L.

"The Influence of Disparity of Incomes on Welfare." *American Journal of Sociology*, Chicago, Vol. 44, No. 1 (July 1938), pp. 25-35.

This article presents statistical data in continuance of the author's researches in 295 cities of the United States. Dr. Thorndike computes the variability of amounts paid for rent (or its equivalent if the home is owned), taking this information as a measure of disparity of income for the cities' families. His indexes of "G" for goodness and of "P" for quality of population, as obtained from various known statistical items, are correlated with parity of income. His finding is that "parity for parity's sake is a false god." Improvement of the quality of a city's population, including an increase in family incomes, is said to be a more desirable social goal than the attainment of parity as such.

HEALTH AND MEDICAL CARE

BIEMILLER, ANDREW AND HANNAH

"Medical Rift in Milwaukee." *Survey Graphic*, New York, Vol. 27, No. 8 (August 1938), pp. 418-420.

The development of the Milwaukee Medical Center is outlined. The authors bring out in some detail the opposition encountered, support by organized labor, press attitudes, and standards of care at the Center. "Group practice," states the conclusion, " * * * is the logical and reasonable way to bring modern medical care to people in a way so that most of them can pay for it."

BROWN, LEAHMAE

Group Purchase of Medical Care by Industrial Employees. Princeton, N. J.: Princeton University, Industrial Relations Section, 1938. 53 pp.

This study describes several representative medical-service and group-purchase plans which were selected for consideration because of their recognized merit. Chapters also deal with "The Problem of Medical Care" and "Attitude of Organized Medicine Toward Group Purchase Plans." A bibliography is provided.

DAILY, EDWIN F.

"Summary of the State Progress Reports on Maternal and Child-Health Services for the Fiscal Year Ended June 30, 1937." *The Child*, Washington, D. C., Vol. 2, No. 12 (June 1938), pp. 250-251.

Dr. Daily, director of the Maternal and Child-Health Division of the Children's Bureau, summarizes in this article the kinds and amounts of local services and post-graduate staff training effected under the maternal and child-health provisions of the Social Security Act.

DAWSON, MARSHALL

"Claims Administration in Workmen's Compensation." *Monthly Labor Review*, Washington, D. C., Vol. 46, No. 6 (June 1938), pp. 1321-1345.

The relatively simple administrative methods applied to workmen's compensation in Canada are contrasted with the situation in the United States. Mr. Dawson finds that numerous changes over the past 15 years in this country have produced little or no improvement in our oldest type of social insurance. Better personnel standards for insurance examiners, as well as simplification of administrative procedure, are recommended to reduce the present emphasis on controversial aspects of workmen's compensation.

DEARMOND, FRED

"Socialized Medicine is a Reality." *Nation's Business*, Washington, D. C., Vol. 26, No. 6 (June 1938), pp. 17, 94-97.

Mr. DeArmond gives a critical account of the Group Health Association of the District of Columbia. Findings of the recent National Health Survey, as well as English and German statistics, are cited to support the assertion that health insurance or government financing of sickness costs encourages malingering.

DORN, HAROLD F.

"The Relative Amount of Ill-Health in Rural and Urban Communities." *Public Health Reports*,

Washington, D. C., Vol. 53, No. 28 (July 15, 1938), pp. 1181-1195.

This article summarizes the findings of a number of surveys. It is noted that by all standards of measurement, "rural residents possess definite advantages over urban residents." On the other hand, larger cities have a lesser incidence of illness than smaller cities, urban health being in direct ratio to the size of the community.

FALK, I. S.

"Roads Ahead in Health Security." *Survey Graphic*, New York, Vol. 27, No. 7 (July 1938), pp. 382-383.

The author points out some of the health security questions that have already been faced in different phases of the social security program. After discussing the hazards due to sickness, he indicates four general objectives "that are crystallizing out of current discussion." These are: (1) expansion of social insurance to aid temporary and permanent disability—probably to correspond with present programs of either temporary or permanent benefits; (2) expansion of the present public-health program; (3) providing arrangements for otherwise self-supporting people to obtain needed medical services; (4) improving the quality of sickness service standards where they are now inadequate.

FERGUSON, GRACE

"What Constitutes Adequate Aftercare for the Rural Crippled Child?" *Social Work Technique*, Los Angeles, Vol. 3, No. 4 (July-August 1938), pp. 135-142.

Case studies of crippled children are cited to bring out the author's contention that personal and social handicaps require treatment no less than physical disabilities. Principles are outlined for a program to assure such care in rural communities.

MORRIS, WOODBRIDGE E.

"Nutrition Program in a State Health Department." *American Journal of Public Health*, New York, Vol. 28, No. 6 (June 1938), pp. 718-722.

Dr. Morris is director of the Division of Maternal and Child Health, Delaware State Board of Health. His paper describes the program of public education in the dietary improvement of health which was conducted during the 1936-37 school year in a rural Delaware county. Funds for the program were made available through the Social Security Act.

PUBLIC WELFARE AND RELIEF

CROWDER, FARNSWORTH

"Who Pays the Pensions?" *Survey Graphic*, New York, Vol. 27, No. 7 (July 1938), pp. 376-380, 397.

A discussion of the old-age assistance situation in Colorado. Political developments and personalities, the allocation of the "welfare dollar," and the general tax situation in the State are described in relation to the

amendment to the Colorado Constitution authorizing monthly pensions of \$45.

GLASSBERG, BENJAMIN

Across the Desk of a Relief Administrator. Chicago: American Public Welfare Association, 1938. 48 pp.

Mr. Glassberg, superintendent of the Department of Out-Door Relief in Milwaukee County, here records objectively his administrative experiences from January 14 to February 11, 1938. The result is a new kind of welfare document, showing something of the manifold duties and problems typical of metropolitan relief. Nearly 50 topics are briefly treated, including relief finance, family budgets, transient problems, appeals, prosecutions for fraud, aid to the aged and to dependent children, and refusal to accept assignment to WPA employment.

MACNEIL, DOUGLAS H.

Seven Years of Unemployment Relief in New Jersey, 1930-1936; A Report Prepared for the Committee on Social Security. Washington, D. C.: Committee on Social Security, Social Science Research Council, 1938. 307 pp.

Mr. MacNeil was formerly manager of the Research Division of the New Jersey Emergency Relief Administration, and his work, as the foreword states, is "an especially thorough analysis" of New Jersey's experience. Relief backgrounds, administrative organization, standards of eligibility and of different types of care, as well as the various phases of work relief, emergency relief, and the Works Program, are treated comprehensively. Financial data include Federal, State, county, and municipal figures, types of taxes and of borrowing, and a comparison between the costs of relief and of general government. Personnel standards and salary scales are also described.

SMITH, A. DELAFIELD

"A Department of Public Welfare and the Office of the State's Attorney-General." *Social Service Review*, Chicago, Vol. 12, No. 2 (June 1938), pp. 216-229.

A discussion of the effect of new welfare concepts, introduced by legislation, upon the relationship between a public-welfare department and the State attorney general. The author suggests that "any argument based on the customary practices of the agency has great weight and should be freely used when the right to exercise discretion is at stake."

THE OHIO INSTITUTE

Public Aid in Ohio, 1937. Columbus, June 1938. 41 pp. Processed.

This summarization of available data indicates that the total expenditures for public relief in Ohio during 1937 amounted to about \$142 million. This total amount is distributed by type of program, and the expenditure for each program, as well as the total, is broken down by source of funds. Expenditures for the entire year and

numbers of recipients for December are shown, by counties, for the WPA, general relief, old-age assistance, aid to dependent children, and aid to the blind programs. The total amount of aid extended under these programs is reduced to a per capita basis and population rates are likewise presented, by counties, for each type of assistance.

U. S. DEPARTMENT OF LABOR. WOMEN'S BUREAU
Unattached Women on Relief in Chicago, 1937, by Harriet A. Byrne and Cecile Hillyer. (Bulletin of the Women's Bureau, No. 158.) Washington: U. S. Government Printing Office, 1938. 84 pp.

The report summarizes the findings of a survey made in 1937, in which the case histories of 604 unattached women were studied. Illness, employability, duration of dependency, living conditions, and personal history are among the subjects studied, and the authors have included recommendations for future action.

State Publications Received

ALABAMA. STATE DEPARTMENT OF PUBLIC WELFARE

Annual Report for the Fiscal Year Ending September 30, 1937. Montgomery, 1938. 128 pp.

The first 38 pages of this second annual report outline the main developments during the period covered. The remaining portion includes 55 tables, 9 schedules, and 2 exhibits which give a comprehensive picture of Alabama welfare activities.

ILLINOIS. DEPARTMENT OF PUBLIC WELFARE

The Illinois Plan of Fiscal Control of the Division of Old Age Assistance, by John C. Weigel and Fletcher C. Kettle. Springfield: The Department, no date. 68 pp.

A detailed description, illustrated with forms, charts, and photographs, of the comprehensive plan developed in Illinois for old-age assistance accounts, recordkeeping, and flow of operations.

KANSAS. STATE BOARD OF SOCIAL WELFARE

A Report to the State Advisory Committee on Medical Care for Public Assistance Recipients. Topeka, May 1938. 44 pp. Processed.

This study reports on the administration and cost of medical care to public-assistance recipients in Kansas. As a result of the findings, the State Advisory Committee on Medical Care recommended a contract between the county board of social welfare and the members of the county medical society as the most desirable county plan for supplying medical aid to public-assistance recipients. Payment to physicians would be made on a lump-sum or controlled fee schedule basis. The Committee further recommends the establishment of a committee of physicians selected by the medical society to act as a liaison committee between the county board of social

welfare and the physicians practicing medicine within the county.

KANSAS. STATE BOARD OF SOCIAL WELFARE.

DIVISION OF RESEARCH AND STATISTICS

Medical Assistance in Kansas. (A Report to the State Advisory Committee on Medical Care for Public Assistance Recipients with the Recommendations of the Committee.) Topeka, May 1938. 35 pp. Processed. (Research Study No. 4.)

This research study, made at the request of the committee, includes a report of the administration and cost of medical care to public-assistance recipients in Kansas. The recommendations of the committee also appear.

LOUISIANA. DEPARTMENT OF PUBLIC WELFARE

Louisiana Public Welfare Statistics.¹ Baton Rouge. 16 pp. Monthly. Supplement, 14 pp. Monthly.

This bulletin, prepared by the Bureau of Research and Statistics, presents a review of the month, and tables, charts, and maps showing data on the three special types of assistance as well as other public assistance. Other services and certification to Works Progress Administration are also shown. The statistics contained in the supplement are for administrative use only. Details by parishes for the three special types as well as other assistance are shown in tables, charts, and maps.

NEW JERSEY. DEPARTMENT OF INSTITUTIONS AND AGENCIES. DIVISION OF OLD AGE ASSISTANCE

Old Age Assistance: Annual Report for the Period July 1, 1936 to June 30, 1937. Trenton, May 1938. 28 pp. (Publication No. 35.)

This is the first annual report of the Division, although two biennial reports have been issued previously. Activities covered include those following the reduction in age limit from 70 to 65 years in July 1936.

NEW YORK. STATE BOARD OF SOCIAL WELFARE

Social Welfare in New York State—January 1, 1937–December 31, 1937. Albany, March 1, 1938. 6 pp.

Summary report of the social-welfare program in New York State in the year ended December 31, 1937. It contains a section on public assistance, covering the three special types of public assistance and home relief. A section on nonrelief services is also included.

NORTH CAROLINA. STATE BOARD OF CHARITIES AND PUBLIC WELFARE

Survey of County Homes in North Carolina. Special Report. Raleigh, no date. 18 pp. Processed.

¹ For other State statistical bulletins received, see *Social Security Bulletin*, Vol. 1, No. 5 (May 1938), pp. 68-72.

Data on the cost of the 85 county homes and farms in North Carolina are presented in this report. The influence of the social security program on the population of these homes is discussed. A summary of facts and of proposed plans for consolidation of these homes is incorporated in the report.

NORTH DAKOTA. DEPARTMENT OF SOCIAL SECURITY

Special Report on County Poor Farms. Bismarck, January 1938. 4 pp.

Gives results of an investigation made by workers engaged in child-welfare services in North Dakota, including the number of children residing in county poor farms, their ages, the status of their parents, and plans for removal of some of the children. Some data on residents 65 years of age and over also are included.

PENNSYLVANIA. STATE DEPARTMENT OF PUBLIC ASSISTANCE

Study of Average General Assistance Grants by Size of Case, April 30, 1938. Harrisburg, June 1938. 13 pp. Processed.

This study analyzes, by counties, the effect of case size (number of persons) upon the amounts of average weekly general-assistance grants per case and per person; and also the relationship between size of case and the percentage actually granted of maximum allowances.

PHILADELPHIA. PHILADELPHIA COUNTY BOARD. DEPARTMENT OF PUBLIC ASSISTANCE

Current Family Incomes of WPA Workers. Philadelphia, May 1938. 15 pp.

The findings of this study of a random sample of Works Progress Administration cases show that the great majority of these families in Philadelphia would return to the direct relief rolls if their WPA employment were discontinued. Data as to the amount of income, the duration of WPA employment, their wages, and their attitude toward this type of employment, as well as family characteristics, are presented.

SOUTH DAKOTA. STATE DEPARTMENT OF SOCIAL SECURITY

Special Report on County Poor Farms—January 1938. Pierre, May 1938. 4 pp. Processed.

This report presents data on the number of residents of county poor farms, and gives particular emphasis to the number of children included and the plans which have been made to transfer some of these children to other types of care.

TENNESSEE. DEPARTMENT OF INSTITUTIONS AND PUBLIC WELFARE

Assistance and Services. Nashville, no date. 28 pp. Processed.

This pamphlet, prepared by the Public Relations Section, Division of Research and Statistics, presents in-

formation regarding the chief functions and activities of the Welfare Division of the State Department of Institutions and Public Welfare and includes a short discussion of the laws and policies providing for each of these functions.

*Tennessee Public Welfare Record.*¹ Nashville, First issue, February 1938. 16 pp.

This official publication presents articles of interest to those in the public-welfare field, book reviews, editorials from other publications, and news items.

VIRGINIA. STATE DEPARTMENT OF PUBLIC WELFARE

*Twenty-Seventh and Twenty-Eighth Annual Reports * * *; For the Two Years Ending June 30, 1937.* Richmond, 1937. 157 pp.

This report consists of four parts: I, General Administration (which covers the administrative organization and operations of the State Department of Public Welfare); II, State Institutions; III, County and City Institutions; IV, Private Philanthropy. The report presents detailed financial data on various types of public and private welfare services in Virginia.

WASHINGTON. DEPARTMENT OF SOCIAL SECURITY
Report for the Year April 1, 1937–March 31, 1938. Olympia, June 1938. 31 pp. Processed.

The State Department of Social Security was created by 1937 legislation and replaced the Department of Public Welfare as of April 1, 1937. The first annual report thus covers 1 year of the new organization.

WEST VIRGINIA. STATE DEPARTMENT OF PUBLIC ASSISTANCE

*Relief in West Virginia, January, February, and March 1938.*¹ Wheeling, 1938. 8 pp. Processed.

This statistical report indicates, by counties, the relative proportions of the relief load borne by the State Department of Public Assistance and the Works Progress Administration. The percentage relation of the number of families receiving assistance from these two sources to the total number of families in 1930 is also shown for each county.

Aspects of Public Assistance Budgeting in West Virginia, 1938–39. Wheeling, June 1938. 18 pp. Processed.

Following an introductory summary of relief trends in the State since 1932, this report discusses the methods which have been employed to arrive at a tentative allocation among the counties of the funds which the Department expects to have available for special types of public assistance and general relief during the fiscal year 1938–39.

¹ For other State statistical bulletins received, see *Social Security Bulletin* Vol. 1, No. 5 (May 1938), pp. 68–72.

WISCONSIN. STATE PENSION DEPARTMENT

Old Age Assistance in Wisconsin. Madison, May 10, 1938. 15 pp.

An informational pamphlet in question-and-answer form, with some statistical data to April 1938.

UNEMPLOYMENT AND UNEMPLOYMENT COMPENSATION

ANDERSON, NELS

The Right to Work. New York: Modern Age Books, 1938. 152 pp.

This is a simply written account of the accomplishments of the Works Program. Emphasis is placed on the social utility of the work done. Questions such as the best type of work relief, the nature of the unemployed, their ability to work, the almost limitless opportunity for valuable Government work projects, and the problem of paying for the program are treated.

ANDREWS, ELMER F.

"Should Unemployment Compensation Be Based on Earnings or on Need?" *American Labor Legislation Review*, New York, Vol. 28, No. 2 (June 1938), pp. 53-56.

Mr. Andrews notes the contention made by some observers that American unemployment compensation payments should be modeled on the British features of flat payments and dependency allowances. He cites data from the February 1938 report of the British Unemployment Insurance Statutory Committee as illustrative of the difficulties inherent in such provisions. Retention of the earnings basis of benefits is suggested.

BENGE, EUGENE J.

"How the Employer Can Reduce Unemployment Taxes." *Society for the Advancement of Management Journal*, New York, Vol. 3, No. 3 (May 1938), pp. 99-102.

After a brief description of merit rating, with special attention to the Ohio law, the article notes the "four main avenues through which reduction in unemployment can be effected." These are manufacturing, marketing, personnel, and management. In each field suggestions are made for stabilizing production and minimizing labor turn-over. The author is director of training at the Firestone Tire & Rubber Company, Akron.

BOWERS, GLENN A.

"The First Three Years of Unemployment Insurance in New York State." Address Before the New York City Control, Controllers Institute of America, March 24, 1938. Reprint from *The Controller*, New York, May 1938. 7 pp.

Mr. Bowers, who was for 3 years executive director of the New York State Division of Placement and Unemployment Insurance, makes a number of suggestions for simplifying the unemployment compensation system. He

Bulletin, August 1938

explains in some detail why he favors administrative simplification, extension of coverage to small firms, adoption of merit rating (in New York), provision for extended benefits when insurance is exhausted, and the adoption of wage scales for benefit payments.

CARROLL, MOLLIE RAY

"The Costs of Administering Unemployment Compensation." *American Federationist*, Washington, D. C., Vol. 47, No. 7 (July 1938), pp. 696-702.

The German system of unemployment insurance administration is outlined. The author has emphasized the points where administrative simplification and economy have been effected.

COHEN, PERCY

Unemployment Insurance and Assistance in Britain. London, Toronto: George G. Harrap & Co., 1938. 272 pp.

To a comprehensive account of the development of British unemployment insurance and assistance, Mr. Cohen has added a description of the current status of these two closely related schemes. The historical portion follows the form of his earlier work on the *British System of Social Insurance*, in presenting the changes year by year. Sections are devoted to the present measures for unemployment insurance and unemployment assistance. The Appendix includes statistical data and the text of the Unemployment Assistance Regulations, 1936.

DAVIS, ESTELLE

"Determination of Employability." *Social Work Technique*, Los Angeles, Vol. 3, No. 4 (July-August 1938), pp. 157-163.

A discussion from the social worker's viewpoint of the following bases for determining employability: (1) physical conditions; (2) mental conditions; (3) environmental conditions and family responsibility; (4) economic conditions; and (5) "highest and best use."

HOLLANDER, E. D., AND WELLEMAYER, J. F., JR.

"Can Employment Service Reports Be Used to Measure Unemployment?" Part I. *Monthly Labor Review*, Washington, D. C., Vol. 46, No. 6 (June 1938), pp. 1456-1464.

The authors compare the active file of the United States Employment Service with the results of the National Unemployment Census of November 1937. They conclude that when unemployment compensation benefits become payable in all the States, "the active file not many months hence will provide at least a useably accurate cross section of the unemployed population, as it might be measured by a voluntary registration."

MATTHEWS, JAMES L.

Unemployment Compensation in California—Today and Tomorrow. Address Before the Tenth Annual Session of the Institute of Government, University of Southern California, June 14, 1938.

Sacramento: California State Printing Office, 1938. 8 pp.

Suggestions are made by the chairman of the California Unemployment Reserves Commission toward simplifying operations through adoption of wage classes, improvement of the employer-employee relation, more efficient handling of itinerant labor, clarification of the administrative cost problem, and greater administrative unity for unemployment compensation and the employment offices.

RICHMOND, A. C.

"The Action of Voluntary Organisations to Provide Occupation for Unemployed Workers in Great Britain." *International Labour Review*, Geneva, Vol. 37, No. 5 (May 1938), pp. 644-651.

Describes the spare-time activities carried on throughout England under the leadership of the National Council of Social Services.

SVENSKA HANDELSBANKEN. INDEX

Measures to Combat Unemployment in Sweden Since 1929. Supplement to Svenska Handelsbanken Index, June 1938. Stockholm, 1938. 20 pp.

A summary, with numerous statistical tables, of recent Swedish policies of public works and cash relief for the unemployed. The change in national policy after July 1933, receives special attention. Principal sources of information are listed.

U. S. CENSUS OF PARTIAL EMPLOYMENT, UNEMPLOYMENT, AND OCCUPATIONS, 1937

Final Report on Total and Partial Unemployment, United States Summary, with Data for Geographic Divisions, Cities, and States. Washington: U. S. Government Printing Office, 1938. 135 pp.

Final Report on Total and Partial Unemployment for Geographic Divisions, Including Data for Registrants in Each Industry Group by Occupational Group. (Supplement to the United States Summary.) Washington: U. S. Government Printing Office, 1938. 89 pp.

The previously issued State reports of the 1937 voluntary census of unemployment provided detailed geographical information. The two final reports are more general in scope. They contain comprehensive analytical tables as

to age, race, sex, and occupations for the totally unemployed, emergency workers, and the partially unemployed. These are given for the country as a whole, for the States, and—in the Supplement to the United States Summary—for geographic divisions.

U. S. EMPLOYMENT SERVICE. DIVISION OF STANDARDS AND RESEARCH

Survey of Employment Service Information; Analysis of the Characteristics of More Than 4,000,000 Applicants in the Active File Inventory, November 1937, and of Placements During the Period from April 1, 1937, to February 1, 1938. Washington: U. S. Government Printing Office, 1938. 142 pp.

"The present survey discusses in some detail operations of the Employment Service through 1937, up to the eve of the first large-scale operations of unemployment compensation activities and * * * indicates briefly some of the effects of that program on Employment Service activities."

WARD, E. E.

"A Sample of Unemployment in Victoria." *Economic Record*, Melbourne (Australia), Vol. 14, Whole No. 26 (June 1938), pp. 23-38.

Trade-union estimates and sample studies by the Victoria Department of Labour are used by Professor Ward to throw light on total unemployment, age distribution, occupational characteristics, length of unemployment, and "hard-core" unemployment in the State of Victoria.

State Publications Received

LOUISIANA. DEPARTMENT OF LABOR

*Report * * * for the Period August 1936 to April 1938.* New Orleans, 1938. 15 pp.

Includes data for the Unemployment Compensation Division and the Employment Service.

UTAH. INDUSTRIAL COMMISSION. UNEMPLOYMENT COMPENSATION DIVISION

First Annual Report. Salt Lake City, 1938. 29 pp. Processed.

"This report covers the operations of the Unemployment Compensation Division for the last 4 months of 1936 and the calendar year ending December 31, 1937, and the Utah State Employment Service from November 1 to December 31, 1937."